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ABSTRACT

Presentations delivered at the 1981 annual meeting of the National Association of State Directors of Teacher Education and Certification are presented in this publication. The papers consist of: (1) an edited transcript of a discussion on "Innovative Delivery Systems" (W. Robert Houston, Dwight Allen, and Fred Wood); (2) "Delivery Systems in a Time of Change" (LaMar P. Miller); (3) "Retraining Experienced Teachers" at the Northwest Staff Development Center (Dennis Sparks); (4) "Alternative Careers for Teachers in Education: Some Past and Present Issues" (Normand R. Bernier and Averil E. McClelland); (5) an edited transcript of a discussion on "Certification Patterns as Service/Support to Training Programs" (Nicholas Hobar and Robert Gabrys); (6) "The Virginia Scene for the Certification of Teachers" (S. John Davis); (7) "Generalizing Personnel Training Models Used in Business and Industry to School Settings" (Gary R. Wright); (8) an edited transcript of a symposium in which educators discussed "Perspectives on Innovative Delivery Systems to Meet School Staffing Needs" (Lillian Cady, Emily T. Owens, Edward Aquilone, William E. Easton, Bea Rufer, Richard G. Allan, and David G. Imig); and (9) "Certification: A State Obligation for Facilitating Student Learning" (William H. Baker). Appendices contain a constituent group report entitled "A New Method to Certify Non-Speech and Paraprofessional Debate Teachers/Coaches: A Debate Judge Certification Test" (Don M. Boileau, Jon Fitzgerald, David Ling, and Dan P. Millar), a list of the names and addresses of presentors, and the program listings of the annual meeting. (FG)

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INNOVATIVE DELIVERY SYSTEMS

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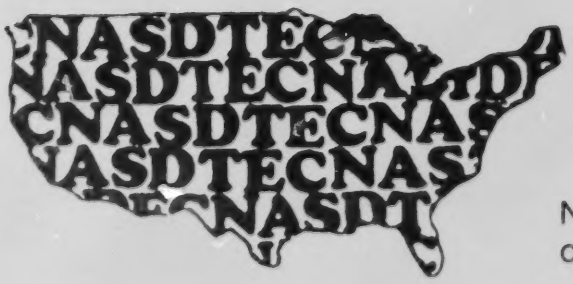

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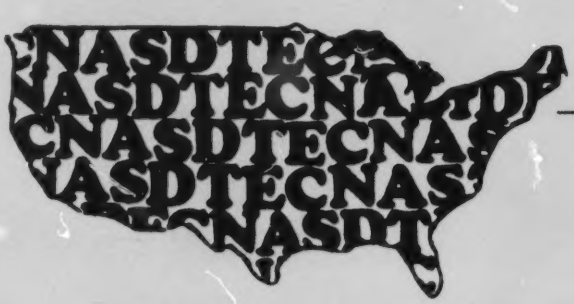
Innovative Delivery Systems To Meet School Staffing Needs

The addresses and papers presented at the Association's Fifty-third Annual Meeting June 23-25, 1981

Charles C. Mackey, Jr., editor



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FOREWORD

The National Association of State Directors of Teacher Education and Certification is pleased to bring you its second annual publication "Innovative Delivery Systems to Meet School Staffing Needs." The critical response to the Association's first printing, "Assuring Qualified Educational Personnel in the Eighties," has confirmed what we believed to be a need in the educational community for a sharing of information on the current and complex issues of educational personnel development, the assurance of their competence and the credentialing of school professionals.

The excellence of the presentations, discussions and symposia offered at the Association's Fifty-third Annual Meeting and their relevance to the issues and concerns regarding the exploration, development and implementation of alternative, innovative and flexible modes to ensure that the staffing needs for instructional programs are being met, dictates that we issue this printing. It was only after our membership had been polled and their respective states' priorities assessed that the theme for this Meeting was identified.

Because education is a constitutional function of the state and because we must be responsible leaders in teacher education and certification in our respective jurisdictions, we share a major responsibility in assuring that the instructional program in elementary and secondary schools is in the hands of quality professionals. Such assurance can be partially realized in knowing that the state's educational personnel policies, programs and resources are collaboratively determined and explicitly stated. The jurisdiction's educational structure can then serve as the vehicle for implementing personnel development delivery systems which focus on the state's educational objectives and the learning outcomes expected of its student population. Through such a process we expect the base for establishing our publics' confidence in its school professionals can be strengthened.

Wayland H. Jones, President
National Association of State Directors of
Teacher Education and Certification

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INNOVATIVE DELIVERY SYSTEMS

W. Robert Houston
Dwight Allen
Fred Wood

Introduction

The following description is an edited audio-tape recording of the general session entitled, "Innovative Delivery Systems" that was presented at the 53rd Annual Meeting of the National Association of State Directors of Teacher Education and Certification (NASDTEC). This general session was intended to be a highly informative and interactive session and was designed to stimulate the thinking of the audience in terms of the goals and objectives of the conference. The session was patterned after the television show "Donahue" in order to generate discussion and to provide a broad base of delivery systems and related issues that might be explored in other clinics and general sessions of the conference. Bob Houston played the moderator role and Fred Wood and Dwight Allen played resource person roles.

Bob Houston: Each of you know that state departments of education are faced with twin demands that sometimes are in conflict but always are challenging and intriguing. First, they must assure that the quality of teachers is adequate both for beginning and continuing certification and, second, they need to not to stimulate and assist colleges and schools become more innovative in developing quality programs. The task is becoming more complex as legal means are more often used to determine educational programs and as it is more difficult to attract quality individuals to enter the education profession.

State departments of education and commissions are being challenged today as never before. The federal level has retreated from the field. The U.S. Department of Education has begun to emphasize the state's responsibility for improving the quality of teaching and the public is crying for greater and more effective education of teachers. That is where we are now. The purpose of this session is to generate innovative ways to address these issues and to improve teacher education and staff development.

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Two educational leaders will help stimulate our discussion. Fred Wood is the Head of the Division of Curriculum and Instruction at The Pennsylvania State University and Dwight Allen is University Professor of The School of Arts and Letters at Old Dominion University. We will be talking about innovative ways that educational personnel development might be delivered in response to emerging school staffing needs. We invite you, from your state and from your institutional perspectives, to propose ideas for the design and delivery of innovative programs.

Fred Wood has worked as an assistant superintendent in Missouri, taught in elementary and secondary schools in Michigan, and taught at the University of Missouri and The Pennsylvania State University where he is now located. Fred has from his various perspectives begun to develop an innovative philosophy of approaching problems in teacher education and staff development. He believes that states really should negotiate directly with employers. That is, they should really negotiate directly with schools, and they should work directly with schools in continuing certification. Fred, can you tell us a little about this idea and how it's working in Pennsylvania?

Fred Wood: It seems to me that one of the major problems we have generally in education is that we look at things as separate and distinct. For example, in most states we are concerned about school improvement or long-range planning and trying to find ways of improving what's going on in the schools and in the school districts. We are concerned with another area which we call staff development or inservice education. We are concerned with another area which we call certification and, also, an area that I'm particularly concerned about known as graduate education. It seems to me that we have continually, as state department people, as university people, and as administrators in schools, looked at these as separate and distinct rather than interrelated as they should be. What I'm suggesting is that school improvement and instructional improvement is really what we're after with certification. Therefore, I would propose that school districts need to develop school improvement plans and that staff development needs to be directly related to helping teachers and administrators to implement the roles that are required by that plan. Graduate programs, particularly on the Master's level, need to focus on helping teachers, administrators, and counselors, etc. begin to develop the competencies, understandings, and skills that would help them to carry out these roles back home. In particular, they need to implement those roles for improvement in the schools so that certification would equal school improvement plus staff development plus quality graduate education programs.

Bob Houston: Fred, that sounds like a tremendous idea! Pennsylvania is primarily a rural state even though people often think about Pittsburgh and Philadelphia. How can we do what you're talking about with school districts that are relatively isolated by the mountains and with a university system that is dispersed around the state?

Fred Wood: A good example of that is a cooperative school improvement program between the Keystone Central School District and Penn State in a primarily rural, appalachia area. At the same time we are doing similar things in the more urban areas of Philadephia and Bethlehem. This cooperative program is apart from a state wide thrust which does focus on school improvement. This particular project combines staff development and second level certification for a large number of rural isolated teachers who would probably have much difficulty in getting back for a Masters Degree in terms of second level certification. In essence, this is a field-based Masters program, and as I said, it is interrelated with certification. This program was designed cooperatively between the teaching staff, the administrators, and the university faculty. It could have ended up as a non-credit kind of program, but it ended up in a cooperative effort as a field-based Masters program based upon a needs assessment that was done in the schools. This needs assessment was different insofar as it was done through observation by the university and school faculty designing this program. They used the needs assessment data to identify a set of plans for improvement in the school district and, then, out of those plans we developed a Masters program related directly to the assessed needs. Certification gained through the completion of this program will, therefore, reflect the school and staff improvement components of the program.

Bob Houston: We may want to come back to your idea in a few minutes and ask you to elaborate on some parts of this particular program or the programs in urban schools. I would like to turn to Dwight Allen who needs no introduction, because he really is Mr. Innovation in teacher education. He developed flexible scheduling in high schools through a project at Stanford, micro-teaching and skills development in teaching, and on and on. When Dwight was Dean of the School of Education at the University of Massachusetts, he facilitated and encouraged a wide range of teacher education programs, perhaps to a greater extent than at any other college in the country. Dwight, how did you go about customizing teacher education at the University of Massachusetts?

Dwight Allen: Well, we work in a profession that says to cherish individual differences while concurrently endorsing requirements and standards that treat everybody like cookie cutters. The trick is to guarantee that there is some sort of floor under the practice of our profession which, at the same time, allows for individual differences. At the University of Massachusetts we had as many as 20 different programs of teacher preparation at the same time. There are still at the University of Massachusetts six or eight such programs. I would say that the essence of our success with these programs is that we had tremendous cooperation from our state department of education. They looked at our programs in a flexible way. Instead of having to define three units of philosophy or educational psychology in one course, they were willing to take our word for it that the outcomes of a course were scattered throughout a program that was organized in a very different way. It was a clinically-based program, or a competency-based program, or we had programs where people would get together and conceptualize their problems relative to clinical practice. Then they would go out and practice for a while, then come back and critique it and so on. But, in essence, I think it worked because we had a state department of education that was willing to take our word for it if we said that climbing a mountain was educational psychology and coming back down again was philosophy. They would agree to that. The problem is, of course, that defining it that way means that if there isn't integrity and good will on both sides you don't have that guarantee of standards. Again, the trick is: How do you put the floor under it so that this doesn't become simply a license to steal so to speak?

Now a second issue, I think, is that in order for standards to be meaningful we have to look at the intent of standards. Too often standards get so rigid that we forget that the reason why we require educational psychology is so that teachers understand learners and understand how to predict the responsive learner so that they can deal with those responses. So that is what we are after. We are after the teacher who is able to do things and we've established the criterion of educational psychology as a way to guarantee that teachers can do that. But often times in administering the criteria it comes out that you must have the educational psychology rather than you have to be able to deal with kids.

Bob Houston: In the United States, 47 percent of the universities offering teacher education are small, bachelor's level, liberal arts institutions. How are we going to assure the same kind of quality in those institutions as at the University of

Massachusetts with its large college of education faculty representing a variety of expertise? How can we do that in a small college with one professor or five professors?

Dwight Allen: I guess I'm in favor of more requirements rather than less.

Bob Houston: More requirements from the state?

Dwight Allen: More requirements from the state.

Bob Houston: Isn't that a contradiction to what you were just saying?

Dwight Allen: No, because I would like to have more requirements from the State so as to guarantee that people who didn't have imagination would at least have to do something. Then I would like to require, or like to suggest, that the State be open to proposals for meeting those requirements in alternative ways while still maintaining a floor. The mistake we made in the 1960s was we threw away all the requirements but didn't replace them with anything. For students to say, "These requirements don't make any sense," that's fine. And so we threw the requirements out because the students had convinced us that it didn't make any sense. The thing that also got left out is that they didn't tell us anything else that made sense either. I want to say, here are the requirements. So if you can't think of something, do this. However, if you can think of something come around and talk to us about it and we will be open to receiving a proposal. I think the state departments of education can operate with institutions of higher education in the same model.

Bob Houston: Let me go back to the University of Massachusetts. You talked about having 15-20 different programs and that six or eight still remain. What were some of those programs that you were dealing with? How did you go about customizing your programs?

Dwight Allen: We had some students who loved to make little competency boxes and we had other students who loved to check off those boxes and those people deserved each other. They went off and made up their boxes and checked them off and they lived happily ever after. Then we had other people who couldn't stand the sight of a box and they loved to deal in gestalt generalities. They went off and

philosophized about those generalities. Interestingly, it turned out that the people who liked to think wholistically were able to teach just as well, not better, but just as well as the people who liked to check off boxes. Then we had people who said that the real answer was a clinical-based program where you emerse yourself in practice and only as you are emersed in practice will you get the perspective of what is required. Then you have a real perceived need and then you go and get the expertise to deal with that need. The most innovative program that we had was a group of students who came to us and said that they wanted to start at the top. By the top they meant and desired to establish their own school and their own curriculum. So, we said ok, do that. They went off and sat on a porch for a summer and dreamed up a school called Survival. Next, they went and sold the curriculum to a school district in Marian, Massachusetts. These ten people trained 72 kids in grades 1-12. They thought it would be too limiting to be either elementary or secondary. They trained these 72 kids in their whole curriculum that they created over the summer. This program went very well. Of course, on the opening day of school they had to have an emergency staff meeting because they had forgotten to include physical education in the curriculum. And so they asked, "What are we going to do?" Their answer was soccer. They divided the students and teachers into two soccer teams, and twice a week for an afternoon they would go out and chase each other around the field. This experience turned out to be one of the best curriculum offerings of the school because when an 18-year-old and a six-year-old both want to win a game and they're both playing on the same team and against other 18-year-olds and six-year-olds, you have some very interesting things occur in terms of cooperation and competition. The most interesting part was that the son of the superintendent of schools and the daughter of the assistant superintendent of schools were in the alternative program operated by uncertified teachers.

Bob Houston: This is primarily staff development. The university selects faculty who have similar values, ideas and interests to that advocated in schools. As a superintendent of schools, how would you organize your staff development program to accommodate the wide range of people from the University of Massachusetts?

Dwight Allen: I think that when you get to the second level of certification, as Fred was talking about, the unit of certification and the unit of inservice education should not be the individual teacher at all, but should be the school. In other words, I would tie all recertification and all improvement of practice to the improvement of the school program. Because one of the things that happens is that a teacher goes off

to a university and learns some new programs, then comes back and can't practice them because they won't fit into the school curricula. If you start with the school as the unit and the school agrees to try something, then everybody in the school is all set to immediately put into practice the improvements that have been conceptualized. So, I think that we should move as strongly as possible to the school being the unit of inservice education.

Bob Houston: Then how would you, using the school as a unit of inservice education, accommodate individual differences in teacher style as well as student style.

Dwight Allen: Well, although the school is the unit, that doesn't mean that every teacher in the school has to go about staff development in the same way. In fact, I think that one of the things we don't take advantage of is the variety of personalities available to match teaching styles and learning styles within a school. In other words, I would hope that within every school you would have some very precise people and some very conceptual people. These are the individuals that you should try to match. Also, I think that everyone needs a break from their ordinary style. The very conceptual people need to fill out boxes from time to time. Thus, I would like to create a rich environment in the schools but have the school be the unit and have the principal as the key actor in the school. All the research points to the important role of the principal in school improvement.

Bob Houston: What does that mean in terms of assuring staff development quality and the continuing recertification of teachers? What does that mean for most of us in this audience?

Dwight Allen: I would have recertification requirements that would be rather rigorous but could be adjusted by some interaction between the state department of education and the principal of the school where the teacher is teaching.

Bob Houston: Fred, Dwight has suggested that certification be linked to the schools. What would you do to improve teacher education in this context? You have had this responsibility. What would you do?

Fred Wood: I have to say that I really agree that the unit of change is the school. That is, we have lots and lots of research mounting up which indicates that the principal is the key to school improvement. There is just no doubt about it. We've had study after study related to change in schools for at least 20 years that show periodically that the principal is the key person. I think that, having worked as an assistant superintendent, trying to change the school district is impossible. The district changes school by school. If I were a school district superintendent, I would get each school involved in defining, as we did in a rural setting and we have also done in urban settings, the changes they need to make in current practice - administrative and instructional program practice. I would then begin to develop plans cooperatively with teachers and administrators and have university personnel involved in a joint effort. I would then proceed to deliver training. Probably, I would begin to train local trainers so that they could handle their own staff development. That's exactly what we're doing in rural settings. Thus, when school personnel leave our Masters program any new teachers or existing teachers can be trained by the local staff. I would then train people to give clinical supervision so that they could get help to install what is learned in the inservice. As an administrator, I would direct money to those activities. I think the state department of education should require every school to have a school improvement plan. And, then, to tie certification to getting better at those things the school is trying to accomplish. I would find a way of tieing those things together. My preference is to work at the school level rather than the district level in this process. Pennsylvania is attempting this approach and even with all the criticism because of the pressure it puts on people at the State level, it is a good approach.

Bob Houston: So you would tie together school and staff development and the certification of the teachers in that school.

Fred Wood: That is right. Let me give you an example of what came out of one school improvement experience. Such things in the secondary schools as the teaching of reading in the content area, how to assess student learning, how to get peer assistance to others, how to understand rural communities, how families live in rural areas and how that affects the school, how to use community resources, how to plan programs, and how to individualize instruction in the content area were primary priority needs that were built into a Masters program. It could have been delivered, also, through an inservice education program. In addition, we did the same thing with principals in supervision through an intermediate unit in our service region. Those are

some of my ideas. I really do agree with the idea to tie the competencies that are needed for one's job to the improvement of the school.

Bob Houston: That may work very well when things are going smoothly. But what are you going to do when you have 23 vacancies for math teachers in your school district? How does one begin to accommodate staff development? How does one go about getting people when you have that kind of a problem?

Fred Wood: Let's examine a need for bilingual teachers in Bethlehem, Pennsylvania. They have a significant Puerto Rican migrant population. We are now interacting with their administration and teachers to plan a second level certification Masters program to be delivered on-site to prepare a cadre of people to meet this need. We don't have certification in our State for bilingual education but we need to prepare teachers to be able to handle the instruction of bilingual students in Spanish in a transitional setting. It seems to me that this problem calls for collaboration and support from the State. These new programs should be eligible for some form of recognition through certification based upon the assessed needs of the schools. Then universities, or whoever else has the competence, and the school district can begin to work out cooperative programs. Hopefully, the state department of education would be aware of these programs and be involved in terms of facilitating the certification component of the program. I think any staffing problem, for example mathematics, should be done in the same way.

Bob Houston: I would like to begin to draw the audience into this discussion. How are you dealing effectively in your state with a shortage of bilingual teachers, mathematics teachers, science teachers, and/or industrial arts teachers? What are you doing to address this problem?

Audience Participant: The traditional response is to provide flexibility in the State certification structure as Dr. Allen talked about. We have certain standards, yet we provide for emergency situations. For example, vocational education is our most serious shortage area. We issue 1300 annual authorizations to the local school districts based on certain qualifications for these individuals who can fill vocational positions but don't have the qualifications to meet the basic initial level for certification of vocational teachers. Then we require some kind of training to work toward the initial certification level. So in an emergency situation, the rules provided are flexible to do that.

Bob Houston: The Houston School District has instituted a program called the "Second Mile" to help in this particular situation. In the "Second Mile," staff who teach subjects where there is a shortage of teachers such as in mathematics and science are paid several hundred dollars above the regular pay schedule. Those teaching in inner-city schools are paid extra. School personnel who pass certain competency assessments, such as reading, language facility, and mathematics, and teach these after school are paid extra. The plan involves extra compensation for teachers in areas considered to be a problem. What do you think about that?

Audience Participant: How do you deal with that program in terms of collective bargaining?

Bob Houston: How would you deal with that in your state?

Audience Participant: There is no means to provide for extra compensation. Once the contract is agreed upon by the union in the school district and the board of education, there are no incentives for extra programs or extra subjects.

Audience Participant: I think that one of the elements all of us from state educational agencies and institutions of higher education must recognize is that when we speak of the education profession far more attention should be given to the organized profession, i.e., unions, associations, and professional organizations such as the National Council of Social Studies Teachers or the Reading Teachers Association. One of the major issues in our state at this time is who should control the education profession. Does a state department of education have any right to develop a continuing certificate policy which specifies the criteria for second level certification without having the professional organizations decide what really constitutes the next higher level beyond safe entry level practice? It's something that is a new and refreshing idea but it means that the delivery system would have to be turned around 180 degrees. Then, instead of an institution or agency applying directly for an NDEA grant from the federal level to train math teachers for an urban city, the state council of mathematics teachers might have to be involved as a sign-off agency. In this model, the education profession would establish direction and give approvals; not solely the state department of education. It's a whole new concept.

Bob Houston: The State Council of Teachers of Mathematics, mathematics teachers, or the certification agency within your state would facilitate staff development. Is that what you're proposing? Does this mean linkage with the AFT and NEA? Do we or don't we need linkages with higher education?

Dwight Allen: The buck has to stop somewhere. I mean somebody has to be in charge. And it seems to me that the logical place for that responsibility lies with the state department of education. I think that the real problem is that the state department of education staff have been labeled, sometimes deserved but often not, as people who are eager to say no rather than people who are eager to say yes. Thus, I think a part of the problem is that SEAs have an image problem. Symbolically, SEAs need to demonstrate to the profession they are serving, that they want to say yes, that they are looking for ways to solve certification problems, and that they are looking for ways to avoid technicalities when they find that people who are obviously competent to practice but fall a foul of some of the technicalities. SEAs can turn that image around. It seems to me that a new image is going to do more to legitimize the role of SEAs. By the way, their role is a thankless one. Anyone who is playing the part of a proctor or the part of the gatekeeper is always going to be in a very difficult situation. They will have a terrific time accommodating all the special interest groups that are going to be miffing at their heels. But if SEAs have the image of wanting to say yes when it is legitimate to do so, then it will be a whole lot easier to say no when, as a matter of professional responsibilty, SEAs feel they have to.

Fred Wood: I'd like to say one thing. It seems to me that, yes, the state is responsible for education. We know that the state department of education has to make those decisions. It seems to me, though, that it's not just state departments that get criticized. Colleges of education and their staffs and the public schools also get criticized. Everybody looks at everybody else. Rather than trying to work together, critics highlight that somebody else isn't doing their job or that graduate programs are not flexible enough and won't make adjustments. I think that if we are really going to respond to the need to improve instruction state department of education, college of education, and school district personnel should behave much differently than what they have in the past. They need to look at a way of combining things to get the job done. I think that is what we are saying in this discussion.

Bob Houston: State departments of education, though, have different ways that they can change their image.

Audience Participant: I have an extremely negative reaction to providing incentive pay for teachers serving in shortage areas. I think that is treating the symptom and not the problem area. I think it would have an extremely demoralizing effect on the rest of the professionals within an organization. It's probably just as difficult to teach a group of students social sciences because there is a surplus of social science teachers. There is no pay incentive. I would think that those funds that are going into the incentive could best go into recruiting and training teachers to meet the standards within the district if there is a shortage of math teachers or science teachers. This is especially true given a threat of layoff. Maybe this threat isn't a reality in Texas but it is in the northeast. I think you have teachers who have the basic skills to be able to teach. Let's bring the credit and the skills up in a specific area. But I do react negatively to the incentive pay alternative.

Audience Participant: I think that there are two ways you can solve problems. First, if you have a shortage of math teachers see if you can go about retraining people to be math teachers. Secondly, try to find new recruitment devices. I think that one of the things we refuse to face up to in education is the fact that not all teachers compete equally out in the market place for alternative placement. Anyone who is in a technical area, particularly a high technical area, can command double and triple salaries outside the classroom as they can command inside the classroom. Consequently, we must settle for a lower quality of expertise from the people in the classroom. In other words, get people who can't be tempted because they are simply unemployable in those competitive jobs. Otherwise, we have to recognize that it isn't a question of how hard you have to study in order to get the job. At this time if you hold a Ph. D. in Russian, you are never going to make much money because the textbook you write is never going to sell. But if you are a successful rock star with less education, you are going to make much more money. We live in an economy for better or worse. To impose a non-market approach in regard to the supply and demand of teachers in a market economy will produce a crisis. Then, when we are in the crisis and we have hundreds of thousands of vacancies that become very visible, we respond to crisis and we have fewer alternatives. Somehow we must get this message out to the profession instead of always being one step behind.

Fred Wood: An alternative for consideration in solving this problem is to direct some of the money that may be coming our way through block grants into the retraining of math teachers. It may not be possible, but if we are going to come up with alternatives, we should direct resources toward these priorities. There are people who want to become teachers and stay in the same area. They are willing to go back and meet standards to be good math teachers. They are not satisfied to receive only temporary certification.

Dwight Allen: But, Fred, as soon as they meet the standard they are hired by a software company at three times the salary of a teacher.

Fred Wood: Some of those people out there want to remain in teaching.

Bob Houston: So we are in a profession where you have to be a teacher in spite of things rather than because of things. In other words, we go back to the old hat that you are a teacher because you love kids. I'm not in any way opposed to being a teacher because you love kids but you also should not be eligible for food stamps as some teachers are in this country.

Fred Wood: I'm not saying that teachers shouldn't have adequate salaries. I'm not saying that they should teach just because they love kids but I hope they do especially in the secondary schools. I'm saying there are other alternatives that we need to be thinking about in cooperation with a variety of institutions and educational agencies. I think that educational service units, colleges, and the state department of education need to be generating alternatives. The only answer is not additional dollars.

Audience Participant: I think Dwight Allen is saying that we already have a model in the universities. I don't know of a university that pays a medical faculty the same salary it pays a liberal arts faculty.

Bob Houston: One of the factors underlying this discussion is the single salary standard. That is, we are on the single salary standard in most of our states and we can't get away from it.

Dwight Allen: Now wait a minute. How many state education agencies have come out boldly and strongly against the single salary schedule? The point is that we all sit around blaming other people for our problems but none of us are willing to take a stand for what we believe in. And so we are always responding to what other people define rather than taking a part in the definition.

Audience Participant: You do have to look at the marketing approach. If you look around at some of the changes that have taken place in our society, it's not too difficult to understand why we are having some of these problems in attracting highly qualified people in the profession. One of those simply has to do with women. There was a time when the only profession most women were qualified for and went into was elementary education. They are not going into elementary education now. They are going into business, law, and medicine. We think that everybody should have a right to those options. Well, that's one fact we have to examine. Another point, based upon the latest things I have read, indicates that there are differences in quality based on GRE scores and other things for people going into education as opposed to those who are going into other occupations. I think we have to address this trend in terms of how we are going to attract top quality people in the education profession when in fact the kinds of salaries we are paying are much lower than other professions by quite a bit. At New York University, for example, it costs $10,000 a year to go to school. Who is going to spend $40,000 to go out and take a job that only starts at $12,000? That doesn't make very much sense. So we're not going to attract very many people into education with that kind of arrangement. I think that both the state department of education and the colleges of education and the profession itself must begin to look at selling what education is all about. All that is a market issue.

Dwight Allen: Let me put it another way. Here is a senario. We can't get good math teachers so, therefore, we have temporary certification. Therefore, the standard of math instruction goes down. Therefore, people become dissatisfied with schools. Therefore, private schools spring up that can pay differential salaries because they are not unionized. Therefore, the private schools do a better job of teaching mathematics and the other technical subjects. Therefore, more people send their kids into those schools. Therefore, the quality of public education goes down further. We can see this cycle in front of our eyes just as clearly as if we had a crystal ball. We realize that this cycle is happening and public education, for the first time since I've been in this profession, is under a real threat. We are in real trouble when you get

38% of the parents saying that with the tuition credit between $250 and $500 that they would consider sending their kids to private schools. Yet, we sit here talking as if we can do business as usual. We have to come up with genuinely alternative delivery systems. Those alternative delivery systems have to be something that are much more starkling in their conceptualization than the kinds of things I've been hearing us talk about here. And I would at least like to hear this group say what they believe rather than talk about all the reasons why what they believe can't get done. Because if you say what you believe and conceptualize what will make a program work, then, let someone else take the responsibility for shooting it down. Otherwise, it's your responsibility for never putting it forward.

Bob Houston: What should NASDTEC be doing?

Dwight Allen: I think we should say that as we look at the process of certification there are certain categories of teachers where there is an emergency in terms of the supply of those teachers and that something must be done to deal with that emergency or we can't as state department of education staff take responsibility for trying to supervise standards of quality. We cannot supervise standards of quality when there is not a pool of personnel we can even call from to fill the jobs that are vacant. Therefore, it becomes a mockery for state department of education officials to pretend that a certification process is a quality orienting process when there is not enough people in the pool. Those are the kinds of statements we should be making.

Bob Houston: What do you think?

Audience Participant: This assumes that there was at some time an adequate supply of teachers over market demand and, except for the last few years when generally there was an oversupply, that we have always worked with our back to the wall. At this time we have insufficient numbers of adequately prepared, legally certified, and qualified teachers. The crisis is continuing. It's rising again, as you say, in the fields of agricultural, industrial arts, physics, chemistry, and some areas in special education in many states. This is not an uncustomary trend.

Dwight Allen: But, the thing that is uncustomary goes like this. I was chief consultant to the Office of Education for the Education Professions Development Act when Congress got around to writing legislation in 1967 to solve the teaching shortage.

The irony of that was in 1967, when the Act came into force, we already knew that in 1970 we would be in equalibrium with teachers and doing absolutely nothing and that in five years there would be a surplus of teachers. Congress took 20 years from the time there was a real shortage in 1947 until 1967 when they passed the legislation to recognize the shortage. You are absolutely right, we have lived in a profession where we have had one crisis or another constantly. The thing that is different about this crisis is that it doesn't have a ring of legitimacy to it like the earlier crisis. When we were building schools rapidly and we couldn't staff them, no one was holding us accountable for the fact that it didn't work. But, when we are in a reduction-in-force situation when everyone in the world knows there is a surplus of teachers. Everyone knows that there is a surplus of teachers and the schools still aren't getting results, then people become angry. First of all, we have to get the word out. Secondly, we have to somehow get people to understand at a different level of sophistication what the problem is. Sometimes, as a profession, I don't think we have spent enough time figuring out what the problem is ourselves in terms of how to deal with this perpetual crisis. We tend to lump everything into the general bag of crisis rather than recognizing that some of the crises require completely different medicine than other types of crises.

Fred Wood: It seems to me that there are some things that NASDTEC could also call for. Within their own states, school administrators, teacher education personnel, educational service unit staff, and leadership personnel in business and industry - power people who can begin to talk about the problem and make a difference - should come together and talk about the problems in the schools and begin to open up communication. It seems to me that this process will take awhile. I know in Pennsylvania we are trying and it takes a lot of time. There are may problems and there is much resistence. Nobody wants to give up their autonomy. It appears that in many cases, universities don't want anybody telling them what to do with their graduate programs, public schools with their inservice, and nobody wants to listen to the state department of education. I think that with the certification process we're going to have this resistence, given increased legislation in the profession for added certification, recertification, and continuing education. This applies not only for us but also for doctors, lawyers, and nurses. It's going to become more important that we think about certification as a way of addressing problems and improving instruction. If there are shortages in certain areas of Pennsylvania where it would be economically feasible for us to deliver graduate programs to meet staffing needs, then we should be open to initiating communication to address those needs.

Bob Houston: Fred, we keep talking about the problems. We know that there is a shortage of math and science teachers. We know that it is difficult to have more than a single salary schedule. We are aware that it is difficult to work with institutions of higher education and professional organizations. We recognize that it is difficult to develop and encourage innovative programs. How can it be done?

Audience Participant: In our state we are establishing a state personnel commission for all public school employees. We have had one for state employees for many years. But this is a parallel system. No educators are members of the commission and it is made up of mainly personnel directors from business and industry. They are addressing the whole range of certified school personnel. Of course, one of the issues they are dealing with at this time is the shortage of math teachers. They will probably lean toward industrial types of solutions.

Bob Houston: How are some of the other NASDTEC states addressing these issues?

Audience Participant: I think the solution is going to be different depending upon the situation you find yourself in your particular state. But for some of us, the very highly unionized, it's like asking the United Auto Workers to say that their people on the line are going to be paid differently because they do different kinds of jobs. When you are in that kind of situation you are going to look for other kinds of solutions.

Bob Houston: Such as?

Audience Participant: Such as, go externally. If you can't provide for differential salary through the school district in a negotiation process then perhaps the state or federal government could provide some incentives. There are some models emerging for this purpose. Florida, for example, is trying with incentives through the state to attract people into the profession. Perhaps that could also be done to keep people in the profession if you can't buck the system of negotiating with local districts within your state. Other states may not have quite that kind of problem where the union is not as strong. They might be able to do it through the negotiating process. But for others, they might have to go externally.

Bob Houston: I have a superintendent friend who has gone out of the country to seek solutions to this problem. He has sent his personnel director to Australia to recruit teachers. He brought back 15 math teachers from Australia. He went to Mexico and he brought back 10 or 15 bilingual teachers. How would that work in your situation?

Dwight Allen: We need to review certification in terms of its intended outcomes. One of the neatest outcomes of programs at the University of Massachusetts right now is the fact that during the time that I was Dean we trained between 800 and 900 people at the level of the doctorate. Almost exactly one-half of those people, according to the graduate school, were not qualified for admission to graduate study. These are people who received their doctorate. Now, these people are 10 years out in the profession and the preliminary evidence that we have indicates that you can't tell any differential in the performance of the people who originally had met the criteria for graduate study and those who did not. What I'm saying is not that certification doesn't make a difference, because I don't believe that. The people who we admitted did not need the technical requirements for graduate study and they were not marginal people. A person who doesn't have a high school diploma, who has been in jail for 13 of his first 25 years, who has been rehabilitated, who has been employed in a GS-11 position in the government (which is a position that usually requires a Masters degree), and who has published three articles in a journal (which is more than most professors have) is not a marginal admission to a doctoral program even though he has never finished high school. See what I'm saying? At some time, one of the things that gets in the way of certification is that we part our reason at the door. We have to go back, again, to the purpose of certification requirements. Somehow we have to develop the mechanisms in our bureaucracy to have some non-bureaucratic responses when the standard presumptions of certification can legitimately be challenged. In other words, I would like to see a combination of high certification thresholds with lots of ways to meet those criteria alternatively upon some sort of petition. For example, you could even designate certain key school districts around the state or certain key schools where you have enough confidence in the principal to certify people at the local level. There are many ways we could find to use available talent if we get creative about it. All of this has to do with the way in which people's turf gets invaded and that sometimes becomes more important than the results.

Audience Participant: Much of this conversation doesn't ring true for me because in terms of what the man indicated over there, you have to interpret it in terms of your particular situation. I come from the state of Maryland where Baltimore city is removing 500 teachers. In the surrounding County of Baltimore, the county is loosing 390 teachers and I see in the paper this morning that the city of Washington, DC, is loosing 500 positions. Montgomery County closed 30 schools. They are going to close 30 more in the next five years. The preservice level is not something that we need a great deal of with all those people losing their jobs. In addition, some of the people who received their official notices last week for Baltimore County have as much as seven years teaching experience. Maryland does not have a shortage problem with math teachers. Some people may have that problem. Also, at the Masters level, 80% of the teachers in the state of Maryland have a Masters degree. It seems to me that what we need are some programs and completely different medicine. I think that what Dwight Allen is talking about seems to ring true for me. The people who are beyond the Masters degree are apparently in the profession to stay. Many of them have 20 years or more in their teaching career ahead of them and we don't have a system to provide for their continuing development. One of the things that has happened is that we just had a commission appointed in the State of Maryland to look at a great many things. One of the ideas that people are toying with is how to devise a differential salary system so that some talented teachers can get as much as $35,000 for staying in the classroom and continuing to be good teachers.

Dwight Allen: Let me respond to the Maryland situation, because that is an interesting area. Incidently, I got run out of Maryland for differentiated staffing about 15 years ago. These things tend to recycle. One of the variables is that the teaching force in Maryland is aging. The mean age of teachers is going up all the time. One of the things that you don't have to be a genius in statistics to know is that at some point the median age is going to get high enough that you are going to get massive numbers of people going off into retirement. At that point, you are going to need massive numbers of teachers to replace them at the beginning teacher level. So you either have to anticipate a way of seeding in new people now by "riffing" even larger numbers of senior people, which is not really feasible, or you have to recognize that there is going to be a real crisis in terms of inservice education. Most people place this crisis sometime between 1985 and 1995. By 1995 there is going to be a major crisis at the elementary, secondary and university levels. I mean the

universities are going to open up again in about 1995, and there will be an horrendous shortage of university professors. Knowing that now, the question that I think we should be asking is how do we sensitize the population in the mist of laying off teachers now, that in 10 years from now the crisis is going to be the flip side of the coin. They are not going to have enough teachers. How can we restructure the concept of the profession to indicate that we have every reason in the world to find ways to start getting new blood in the profession now because that is the only way we can avert the next crisis. Unless we are getting those people in now, the next crisis is going to be deeper.

Fred Wood: I guess the thing that I keep hearing is that we can try to solve the problem at the state level. I don't think it can be solved at that level.

Bob Houston: Why not?

Fred Wood: It can't be done at the state level and the feds can't do it. That's why I was indicating that the unit of change is the school. We have to get back toward that level.

Bob Houston: But the schools say we can't do anything about it. It's the state's problem.

Fred Wood: What I keep hearing from school people is that they can't solve the problem. They don't know the answers. The university people don't know the answers. The state department of education doesn't know the answer. The regional education service units don't know the answer. They are all running off in different directions. What we have to do is get back to schools, school districts, and regions. For example, we can use staff development to get a handle on the problem. If it's training math and science teachers, we can focus on that activity through staff development. We can make the adjustments at the school level that will work in Michigan to solve its problems and in Maryland to solve its problems. I would hate for Penn State, which is a state university, simply to respond to only regional needs. We really do have to respond to local needs.

Audience Participant: I think we are trying to come up with an answer when we really haven't identified the problem explicitly although I think we have implicitly. I

think the NASDTEC members and others spoke to it and you two gentlemen have also. That is, we will continue in education to have changing conditions and situations which will demand changes not necessarily in preservice education. I think that anyone here would admit at the present time our preservice programs simply prepare individuals to start practice in the schools at an entry level. All of us, I think, through our professional careers have learned to change. We have sought additional education. One of the big problems we have is how to build into our educational systems an on-going continuing opportunity for staff development and change. We have surpluses in the State of Washington. We have in Seattle, for example, people being terminated unless they have 13 years of service or more. We have, also, the situation mentioned in Maryland. Approximately 70% of our people have Masters degrees who are teaching in the schools. We have staffing needs in certain other areas. However, we are going to have to deal with the personnel who are there. We have strong collective bargaining and continuing contracts. So that is the issue and I haven't heard any of you address how do you from the universities deliver to us in an innovative way staff development. How do we use computers and technology that are now available? Are those being used by the universities? Are you considering those as a way of retraining our teachers? I do think we have a responsibility as the state education agency to identify the problem and, then, to bring all the resources that we have to bear on those problems. The problems of the states are unique because of our laws, because of the role of the state education agency, because of the higher education board, and because of the nature of legislatures. I think our problem is the one that you have been addressing. What is the problem and, then, what is the state's role in trying to coordinate resources to address the problem?

Fred Wood: I think states can identify problems. But, not only will they vary by state, they will vary by school district or area of the state. In regard to unions, they should be involved with the profession in decisions about staff development. I'm saying that, as before, staff development, certification, and university involvement should be tied together in a collaborative effort. We have spent a year with school faculty in this type of process. We identified their needs through interviews with every faculty member three or four times in relationship to what they said they needed to improve instruction in their school. We went in and observed faculty members and graduate students and selected leadership faculty. We did not just work with administrators. We looked at the extent to which they practiced what they said was their ideal. We identified where they would like to be in five years. Then, we organized a group of

teachers, the whole staff, to look and prioritize all 50 or 60 needs down to about eight or ten. We examined those needs carefully. We designed a program to meet those needs. I think this is the kind of leadership a state education department needs to be encouraging. First, on a regional level to talk about problems, and then to involve people in a school improvement process to solve the problems locally.

Dwight Allen: Allow me to propose two specific things that could be done. Number one, we know what students want in higher education in terms of teaching. They want more clinical practice. But in preservice programs university professors don't like to deal with clinical practice. They like to deal with theory. The teachers have been telling us for years what they want. The universities for years have been ignoring it. We don't need more studies. We don't need anything other than somebody to turn the university professors over their knee and give them a good spanking and say get out there in the schools where you should be. However, nobody is willing to challenge the university even though we know it. Secondly, we already know that the principal is the key instructional figure in the school. And yet I don't see the regulations for individual school districts recognizing this fact. Usually, the assistant superintendents like to have more power than principals. Also, state departments of education are usually taking away discretion from the principals rather than giving it to the principals. Now, there are two examples of where we have clear cut evidence of the direction to go but we are immobilized to act. What's happening is that everyone in the profession is getting tired. The profession is getting tired and is feeling beat down. Everybody is kind of saying these problems are beyond us. What may have to happen is we may have to go to a private sector situation which will completely destroy public education before public education comes back again. It will come back. There is no option to that in the long term. But in the short term, I don't see the profession able to energize itself in terms of using the power it has. I think state departments of education have tremedous power that they could use to award descretion to people who would use it wisely if they would chose to do so. But again, their empires are challenged. Again, it's not good guys and bad guys, it's just the fact that we all have this overwhelming sense of being immobilized by the problems that are out there beyond us.

Bob Houston: Indeed, one of the problems is we have tended to immobilize ourselves. We all know the effects of power. We believe the way to have power is to seize it and to assume you have it and to move with it. Today, state education

departments probably have the essence of power to a greater extent than has ever been known in this country. One of the things we have been talking about -we haven't solved the problems - is the wide range of problems in this country and their needed solutions. We talked about the shortage of math and science teachers in some parts of the country, the over supply of teachers in other parts of the country, and the different approaches to reward delivery systems in school districts. As leaders in education, we need to consider a statement in a Newsweek article about three months ago. Following an analysis of education in this country, the author wrote, In the changing world in which we're living, any educational system that is not getting better is by definition getting worse. And that, ladies and gentlemen, is the situation we find ourselves in today. If we aren't able to improve the teacher education systems in this United States through certification, accreditation, and program and staff development, if we aren't able to improve the quality of teachers and the quality of instruction, then programs and personnel are by definition getting worse. That is our challenge and that is our challenge for the 1980s.

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DELIVERY SYSTEMS IN A TIME OF CHANGE

LaMar P. Miller

A new reality exists for American schools. The period of dramatic growth, when enrollments and resources expanded year after year, is gone. Instead, we have an "Age of Slowdown," with declining numbers and resources. Gone, too, is a period of strong faith in the power of American schools to strengthen America's world leadership, to reduce poverty and discrimination, and to maintain economic prosperity. Instead we have doubts about our schools and pessimism about the possibilities of social progress.

This new reality is forcing schools to change. Declining enrollments and escalating costs, for example, have forced many school districts to reduce staff, close buildings, and re-examine educational priorities. Many of these changes -- terminating experienced staff, closing neighborhood schools, and ending valued educational programs -- have been traumatic.

A special problem is the widespread opinion that schools have somehow failed. Despite large investments in education and despite much fanfare about educational reform, education critics suggest that schools do not appear to have changed much for the better. Although the need for school improvement remains strong, skepticism about school reform is common and special resources for educational improvement are absent.

The question is, how to improve schools in this new reality? Can schools be less costly and more effective? Where are the resources to be found for improving schools? What strategies for improving schools will work. A brief look at this new reality suggests a re-examination of beliefs about how schools can be improved. Let me suggest four convictions about school improvement:

(1) All children can learn.

(2) In a period of stable or declining educational resources, new emphasis must be given to the reallocation and efficient use of existing resources. In public elementary and secondary education, this new emphasis invites and requires higher levels of cooperation and collaboration among elements of

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the educational establishment, including local school officials, state and federal education agencies, institutions of higher education, and teachers' organizations.

(3) Despite recent disappointments with attempts at school reform, much is known about processes of school improvement, especially that local efforts, properly managed, can lead to desired changes. Successful strategies include: focus on the individual school organization; clear identification of the need for change; strong commitment to change at school and district levels; sustained involvement and support of staff who must adapt new ideas to the local setting; flexible on-going training to provide staff with needed skills, and close communication among all members of the local school community. School improvement requires changes in individuals and in organizations; these changes take the involvement and interaction of many people.

(4) A humanistic attitude should be taken toward school improvement. Restraint, recognition of human limits, and a commitment to a reasonable future for humankind must pervade our efforts to improve schools. We must dispel the illusion that progress is inextricably bound to growth and understand that people are part of a larger biosystem, inevitably limited by it. Technology has its place, but a limited place, in the solution of human problems. (Neale, Bailey, & Ross, 1981, 12-14)

It is in this context that I propose a model for school improvement. Some of my suggestions I'm sure are already known to you, and while various aspects of the model appear obvious, it is the context in which they are put together that makes the difference. Two lessons from the recent past are central:

(1) The local school, as a social organization, is the optimal focus for change; successful change can best be brought about by continuous efforts to improve the local school building organization as a total unit.

(2) The local school building organization, as a part of the larger educational system, must be linked to other organizations for maximum success in school improvement.

After more than two decades of federal, state, and local efforts to stimulate change in schools, it is clear that educational policy and decision making are still centered at the local school district level. Furthermore, for a number of reasons, the local school building appears to provide the optimal unit for educational change.

If school improvement is inherently a local process, what need is for those outside the local school to be involved in change? Our view is that the target for educational change should be the local school. Without support from other agencies and people, however, the local school is unlikely to change.

Thus, we recommend that the resources devoted to school improvement can best be mobilized through partnerships whose purpose is to improve local schools, but whose membership transcends the school itself. We suggest that local teachers and administration be supplemented by representatives of the state education agency and a college or university to provide needed linkages to the broader educational system and to contribute added resources to the local school improvement process. These partners -- the teachers, the administrators, the state agency personnel, and higher education -- represent the primary resources for school improvement.

The Role of Local School Personnel

One lesson from the past is clear: teachers and administrators must be directly and continuously involved in any process of school improvement. Without their participation and committed involvement, significant changes are unlikely to occur. In the first place, these key figures must change their own skills, habits, attitudes and relationships if the school organization is to change. Second, they must provide needed linkages to their constituencies -- students and parents, on the one hand, and school district officials and teachers' organizations on the other. Third, they must be willing to seek and accept help from others, whether peers, colleagues in other schools, or state departments, district-level and college personnel. If our analysis is correct, all three activities are necessary for successful change.

There is also persistent evidence to demonstrate a strong relationship between the building principal and the behavior of the school as an organization. In other words, the principal does make a difference. It is evident that strong leadership from the principal can create change. It is also evident that without the principal's support, change and renewal activities are unlikely to succeed. Unfortunately, many school principals are poorly equipped to play change agent roles. This is partly a result of poorly designed graduate training programs for school administrators. But programs do exist to prepare the willing principal for this role. For example, some university graduate programs now emphasize change agent behavior. Also, the National Academy for School Executives (NASE) holds executive seminars and conferences with a similar emphasis. Likewise, the National Association of Elementary School Principals (NAESP), and the National Association of Secondary School Principals (NASSP) conduct programs of this type. However, much more help is needed by the practicing school administrator to develop the required skills.

Teachers are central in all attempts to improve schools. Too often, however, they have merely been exhorted to change. Clearly teachers must be more involved in decision making and must be supported for introducing changes. Consideration must increasingly be given to the teacher, not only as a member of the school organization but also as a member of a professional group.

Federal and State Involvement

Federal involvement in school improvement is still essential. First, the schools do serve, must serve, national goals. Americans still believe, as a people, that education is fundamental to the continuation of a democratic society. Second, federal tax sources are incomparable as a means of funding social programs; state and local revenue sources are badly overextended. Thus, we agree with strategies that allocate federal funds for national purposes yet emphasize discretion at the state and local levels. It is a mistake that too many federal dollars are presently constrained in narrow program categories or tied to overly detailed regulations and procedures. Clearly, our federal system delegates responsibility for education to the states; thus, state departments of education should play vital roles in improving schools. Although federal funds have been employed to strengthen state departments, further strengthening must occur, especially in capabilities to assist individual schools to carry out improvement projects. The experience of the Elementary and Secondary Education Action (ESEA) Title III and IV C programs, for example, demonstrates the potential of state agencies to foster local school improvement.

It is strongly recommended that state department representatives be included in school improvement projects both as liaison to state authorities and as a link between the federal and local level. Recent efforts in the U.S. Office of Education to improve state agencies as information brokers for local schools is an example of what is needed.

The Role of Higher Education

Colleges, schools, and departments of education have been a particular focus of criticism -- taking heat from school personnel for impractical studies but also from university colleagues critical of scholarship in education and the poor academic credentials of education students. The fact that school salary schedules are tied to

graduate credits and degrees, and that graduate schools are often dominated by research scholars, has increased the friction between higher education and the schools.

Despite the friction, higher education will and must continue to be involved in the education of school personnel. Furthermore, the absence of demand for new school personnel means that resources, especially in colleges and departments of education, are now available for the continuing education of school staffs. Resources on a similar scale do not exist elsewhere.

In the new reality for schools, despite reductions in school staffs and education budgets, resources are still available for school improvement. These resources include the people that comprise the educational system -- the teachers, students, parents, local and state school administrators, and college educators. Opportunities to mobilize these resources for school improvement exists in the formation of local partnerships for school improvement, consisting of representatives of local school administration, the teaching staff, the state education department, and an institution of higher education.

The Teacher Corps Model

The model that I'm most familiar with for delivery services to school districts is that of Teacher Corps. The Teacher Corps 5-year program is unique among federally aided efforts in its approach to educational improvement. Teacher Corps emphasizes and mandates joint collaborative planning at the local level to set project specific objectives and to delineate the process by which these objectives are to be attained. This process of collaboration extends to all vested stakeholder groups, including parents and community representatives; IHE faculty members; and teachers, interns, aides, principals, and administrators both in the IHEs and the LEAs. It is designed to help ensure that each individual and group is committed to the project and has a sense of ownership regarding project objectives and activities.

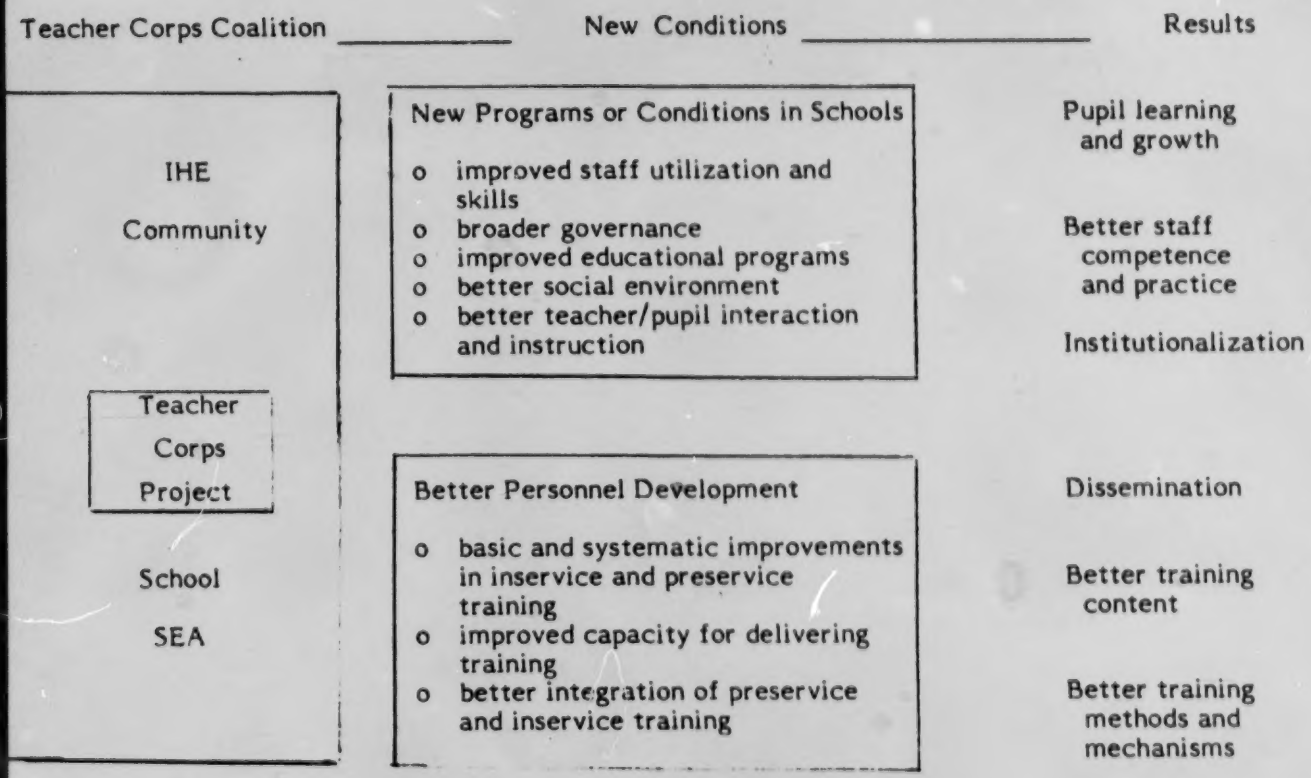
In addition to its emphasis upon collaboration, the Teacher Corps Program is unique in that it attempts directly to overcome the typical problems often encountered in the implementation of federally aided education programs. The program's implementation strategies and preferences, clearly reflecting earlier experience across a broad set of programs, are stated explicitly in the Rules and Regulations.

Among these are a focus on schools serving low-income families and a 5-year funding cycle which includes an initial development and planning year. Coordination with state education agencies and documentation of project experience are also required.

The model to which I refer is based on the generic purposes of Teacher Corps and is presented in Figure I. In order to achieve the goals and objectives of Teacher Corps, the organization is as follows:

Figure 1

A MODEL DELIVERY SYSTEM BASED ON THE GENERIC PURPOSES OF TEACHER CORPS



- The National Office, headed by a Director, within the U.S. Office of Education and consisting of about 40 people in three branches - Management, Operations, and Development;

- A system of Networks operated by Boards with contracted responsibility to identify and meet needs and provide important information links within the project community and among the several projects within the purview of a given Network;

- At the project level two groups are formed to share information, guide the projects, and provide community-based support - an elected Community Council and a project Policy Board. The nucleus of the Board must be the Dean of the the institution of higher education, the Superintendent of the local education agency, and the chairperson of the Community Council.

- At the local project level a collaborative arrangement between a university, a school district with typically up to four schools participating and the community served by those schools.

Let me be more specific now in summarizing common components of projects that form a network in the state of New York. As part of an adaptation, dissemination, and institutionalization process, the following major activities are common to all Teacher Corps in New York State projects.

A. Organizational Model

The combination of Policy Board, Community Council, and School Site Councils as a Teacher Corps organization base has proved successful. The School Site Councils which are composed of teachers, administrators and parents may prove to be the most functional of these organizational units after the Teacher Corps support system has ended. The value of this unit lies in the on-going organization of the principal, representatives of the teachers, and representatives of the parents in planning and carrying out inservice training programs and parental educational activities. By this token it also provides an established base for administrators and professors from the IHE to develop their roles in inservice training and parental collaboration.

B. Management/Administrator Training

The "training" of administrators as well as teachers has been a part of the Teacher Corps New York State projects. Four of the New York State projects have received special funding for training the local school administrators. One project focused on secondary school principals and another on elementary school principals.

C. The Exceptional Child Component

The Teacher Corps projects have had a blue print for significantly supplementing the legal dicta with organizational and programming activities that will make mainstreaming effective. Through the Teacher Corps organizational model, special educators and regular educators at all levels of the education establishment -- IHE, LEA, Community, administrators, teachers, parents -- may be involved in collaboration for student assessment, improved classroom management, and educator skills.

D. Inservice Education

Perhaps the most unique thing about Teacher Corps is the approach to inservice training. These approaches have several characteristics.

(1) Teacher Corps inservice is based on needs assessments that include the opinions of teachers, parents, administrators, and, where appropriate, students.

(2) The Teacher Corps organization model provides the network of relationships among IHE, LEA, and parent/community activities that is most likely to improve education.

(3) Teacher Corps inservice is school - rather than college campus-based; it provides opportunities for college faculties to work in the reality of the classroom.

(4) Teacher Corps inservice training provides an opportunity through its organization and programming for the IHE to develop its thrust toward inservice training, especially in light of decreasing preservice student enrollment.

(5) Teacher Corps inservice essentially reinforces what educators say they need, rather than stipulating what an educational hierarchy says they need.

(6) Teacher Corps has long held that individualized instruction and team teaching are conducive to improved education.

To understand how the above components are utilized, let me briefly describe the focus of some of the projects. One project has concentrated on the integration of communication skills (listening, observing, speaking, reading, writing) and in multicultural education. A second project has emphasized the "alternative faculty." A third project has focused on bilingual education. A fourth project uses a program in the arts and humanities as the experiential base for teaching the basic skills. A fifth

project is now concentrating on the mainstreaming of handicapped students in the four Teacher Corps schools which make up this project. And finally, my own project, New York University has focused on systematizing a teachers needs assessment that focused on individualized instruction, flexible student grouping, and team teaching (known in this project as "clustering"). The present project is called the Vertical Incentive Program (VIP). This has clustered the teachers and the students in the Teacher Corps schools in grades K through 3 and in grades 4 through 6.

In conclusion, there are two final observations that ought to be considered. The first has to do with inservice training and what we have come to know as the levels of impact of training. A series of reviews and research studies on training by Joyce & Showers indicated that there are a number of training components which can be identified. Alone and in combination, these components contribute to the impact of the training activity. These components are:

(1) Presentation of theory
(2) Modeling or demonstration of skills or models
(3) Practice in simulated and classroom settings
(4) Structured feedback
(5) Open-ended feedback
(6) Coaching for application. (Joyce & Showers, 1979, p. 4)

One might speculate on what happens if one focuses on one or all of these components. What has been discovered is that if any of these components are left out, the impact of training will be weakened in the sense that fewer numbers of people will progress to the transfer level (which is the only level of impact which has significant meaning for school improvement). Therefore, in our project, our design for inservice education is based not just on the workshops, seminars or classes, but on our ability to move from presentation to direct assistance to the teacher or administrator in the target school.

The second observation that I would like to share regards the concept of collaboration. Teacher Corps obviously forces school, university and community to collaborate, and we have learned some important information from that experience. Some of the critical tasks of the collaborative process include:

- Establishing group ground rules which required concurrent approval of all three institutions for all decisions, equal representation from each group and rotating chairman.

- Defining the general purpose of the group and coming to terms with clear differences on certain goals and accommodating these differences.

- Carrying out a group task which involved assessing educational needs and problems in the district.

- Developing a plan to address these educational needs and acquiring approval for an experimental program.

I believe it is important to begin with a visible accomplishment developing activities for real participation for members, and concluding with a plan that could make a real difference in the educational delivery of services.

There are, obviously, other models for delivering services and certainly various ways to utilize the information I have attempted to describe. That new reality, however, that I spoke about earlier for improving schools, may be in fact an opportunity that we as educators rarely have, the chance to promote change in a time of change.

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3

RETRAINING EXPERIENCED TEACHERS

Dennis Sparks

The importance of continually upgrading the skills and knowledge of practicing teachers has been recognized at the federal, state and local levels. In many parts of the country, because of declining enrollment and reductions-in-force, few beginning teachers are able to bring their enthusiasm and newly acquired practices into the school setting. More than ever, the quality of current practice will be a predictable influence on student achievement for years to come. The focus of this presentation will be on the efforts of the Northwest Staff Development Center (NSDC) to provide retraining opportunities for veteran educators. While NSDC is not being presented as an exemplary program, it is hoped that the ideas and strategies that are described will be thought provoking and useful to you as you search for pragmatic solutions to the problems that exist in retraining experienced teachers.

The Northwest Staff Development Center is a federally and state funded teacher center serving approximately 3,800 teachers and administrators in seven school districts in northwest Wayne County, Michigan. It is governed by a Policy Board composed of nine teachers, seven administrators, and one representative of higher education. Since the Center's inception in October, 1978, its full-time staff has consisted of a Director, Assistant Director, and secretary. During the later part of the 1979-80 school year, a half-time secretary and a two-day-a-week Training and Development Consultant from Wayne State University were added to the staff.

NSDC came into existence in 1978 facing serious morale problems caused by massive reductions-in-force, involuntary reassignment to unfamiliar teaching areas, and school closings due to declining enrollment. To illustrate the severity of these problems, a single district lost 18,000 students and 600 teaching positions (from 1,800 to 1,200 positions) in an eight year period. A neighboring district has laid-off all teachers hired after 1967; the average age of teachers in this district is over 50 years of age. Approximately 80% of the educators in this seven district consortium have acquired advanced degrees. Michigan teachers are required to earn 18 graduate credits for permanent certification, so few of the experienced educators served by NSDC are motivated for retraining by graduate degrees or certification requirements.

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All of these elements underscore the importance of quality inservice training for current school employees. In addition to morale problems that dampened enthusiasm for ongoing training, previous staff development programs in northwest Wayne County were often poorly received by teachers. Typically these activities were directed at federal, state, or district goals (e.g., a new reading series, career education, etc.), and planned and implemented by administrators for teachers. Frequently these programs were intended to be inspirational or motivational in nature. Outside resource people, often removed from the classroom, were hired as consultants, and the single session nature of the activity provided no opportunity for practice or feedback on skill acquisition. Taken together, these factors caused many teachers to perceive inservice programs as something to be endured rather than welcomed.

NSDC was immediately forced to contend with the serious problems of low morale, poor motivation, and a lack of incentives for ongoing professional development. It was apparent that if the Center was to attract teachers and administrators to voluntary activities its programs had to reflect what is already known about effective staff development. The Concerns-Based Adoption Model (CBAM) provided a starting point (Hall & Loucks, 1978). Because CBAM addresses the change process as it is experienced by educators, and because rapid, often unpredictable change was a reality in the districts served by NSDC, this model was examined for its relevancy to staff development.

CBAM is based on the assumptions that change is a process (as opposed to an event) that affects individuals before it does institutions. Consequently, change is often a highly personal experience that may require developmental growth in feelings and skills. Individuals may express their concern about a change/innovation (e.g., involuntary reassignment, school closing, team teaching, "mainstreaming", etc.) at various levels of stages. The lowest stages reflect little or no concern with the change (AWARENESS - "I'm not concerned about it"; INFORMATIONAL - "I want to know more"). The next level is labeled PERSONAL and indicates a concern about how the change will affect the individual. Other levels of concern are titled MANAGEMENT (managing the requirements of the task), CONSEQUENCE (the effect of the change on students or subordinates), COLLABORATION (relating our work to that of others), and REFOCUSING (improving the change/innovations).

Teachers or administrators may respond to a change with different levels of concerns. For example, a school closing may cause one individual to respond with personal concerns ("What school will I be reassigned to? Will I get along with the new principal?"), while another teacher primarily displays management concerns ("It'll be important to look at the textbooks and other materials I'll be using next year."), and a third expresses concerns of consequence ("How can we help the children through the closing of their school?"). According to CBAM, effective staff development must recognize the potential variation in response to a change/innovation, and provide activities addressing the appropriate level of concern. This meant that programs would need to address feelings as well as the acquisition of knowledge and skills.

The Rand Corporation Study on "Federal Programs Supporting Educational Change" (1975) was also consulted for findings that might help shape the Center's program. This study found that successful federal programs involved teachers in identifying and solving instructional problems. It was also reported that staff development activities in these programs were closely related to ongoing classroom activities. Collaborative program planning involving teachers and administrators, especially at the building or unit level, was another factor contributing to effectiveness. While large numbers of staff were involved in staff development in these effective federal programs, few large group workshops were held. Instead, small work groups of 4-8 individuals working with release time was preferable. High quality working relationships between teachers were also viewed as important in successful projects. Additionally, the Rand Corporation Study verified the critical role played by principals in the success of these programs. From these findings, as well as other sources, a "philosophy" was developed from which Center services would logically flow.

PHILOSOPHY

Early in the Center's life it was decided that NSDC would serve administrators as well as teachers. Not only were their professional needs viewed as important, it was recognized that building principals and other administrators play a pivotal role in school improvement. Many worthwhile projects could not take place without their active involvement and support.

NSDC's written philosophy, published in its "Policy and Operating Procedures Manual", has served as a basis for program planning and a guide to the Center staff's daily activities. Significant aspects of this philosophy are:

1. Educators have diverse attitudes, values, and learning styles. Staff development activities must use a variety of techniques and approaches to meet teacher/administrator needs.

2. Learning is a continuing, life long process. Staff development activities must reflect the fact that educators will experience different needs at various points in their careers.

3. People are capable of self direction and responsible behavior. Activities must be build on a recognition that, given a choice, educators will select programs that will most enhance their professional growth.

4. Individuals learn and grow most in environments that promote their self-esteem and respect. Staff development activities must promote the dignity and worth of each person.

5. The techniques and methods used in staff development activities must be consistent with the basic principles of learning and effective teaching.

Taken together, these statements clearly reflect the Center's developmental (as opposed to remedial) approach to professional growth. Educators who receive NSDC services are treated as persons of worth and dignity whose decisions and judgements are to be respected. It was believed that the presence of these qualities in themselves would be motivational to experienced teachers and administrators to the extent they are modeled by NSDC's staff and inherent in the Center's activities.

NSDC SERVICES

Because NSDC occupies only a small office space, it was necessary for the Center to establish an aggressive, outreach approach to service delivery. It was not expected that teachers would automatically seek out Center services simply because they were available. As previously mentioned, it was acknowledged that inservice programs had too often been of low quality, and had a poor reputation among participants. Consequently, an extra effort had to be made to thoroughly plan and implement worthwhile activities.

NSDC's services were designed to be congruent with the Center's philosophy. An attractive element of NSDC's program for experienced teachers has been the diversity

of its services. They allow for the individualization of staff development as well as cost effective delivery due to a multi-district approach. The following are key components in the Center's program:

Request for Service Forms: Teachers and administrators may request release time, conference attendance fees, supplies related to staff development projects, and consultant assistance by completing a "Request for Service Form." These forms have been distributed to the approximately 100 schools in NSDC's seven districts. "Request for Service Forms" provide for an individualization of staff development; a teacher or administrator need not "join a group" to receive assistance related to an individual need. For example, a teacher might ask for time to visit another teacher's classroom, prepare materials, attend a workshop, etc. An administrator could ask for consultant help related to a new reading program his or her staff would like to initiate.

Mini-Awards: Mini-Awards are an ongoing, systematic approach to staff development that is usually requested by a group of teachers/administrators from an individual school to meet a locally identified need. To illustrate, a high school English Department designed materials for use with mainstreamed special education students in their lowest level classes. A committee of volunteer teachers and administrators from the seven consortium districts review the grant requests, interview each of the applicants, and decided which applications should be funded. Because the Mini-Award Request Form is uncomplicated, educators can initiate this process with only minimum effort. Mini-Awards have proven very popular with veteran teachers and administrators at both the elementary and secondary level because they minimize "red tape" and address the day-to-day concerns of applicants.

Building Level Requests: Any of the approximately 100 schools served by NSDC may request a workshop or consultant assistance related to their needs. Workshops may be offered on release time during a district sponsored "curriculum day" or after school. Some programs extend over several sessions. Frequently requested workshops include Stress/Burnout Management, Time Management for Educators, Motivating Students, Teaching Students Responsible Behavior, Extending Students' Thinking Skills, and Techniques for Effective Instruction. These workshops allow a faculty to explore together high interest

topics, and apply what they have learned in a way that best fits their own curriculum, instructional program, and student population.

District-Wide Programs: Each of the seven districts may seek assistance from the Center related to a district-wide need. NSDC has developed district programs in response to Central Office requests related to school climate, teacher reassignment, and the supervision and evaluation of instruction. This service makes it possible for the Center to be responsive to concerns that transcend the boundaries of an individual school.

Multi-District Programs: NSDC sponsors numerous after school workshops at the Center or at other conveniently located sites. Many workshops extend for four or five sessions to allow for practice and feedback. Some of the topics presented include Kindergarten Learning Stations, Public Relations and the Schools, Microcomputers in the Classroom, Art and Bulletin Board Ideas, Nutrition, Helping Students from Single Parent Families, and Teaching Listening to Students. These workshops are often developed as a direct result of teacher or administrator requests or other needs assessment data. Because multi-district workshops only require two or three participants per district to be cost efficient, NSDC can provide workshops that an individual district could not offer because of limited local interest. In addition, in November and March of each year the Center sponsors a CONSORTIUM Day program (½ day) of more than 35 sessions or visitations for hundreds of teachers and administrators from the seven districts.

District/Building Staff Development Teams: NSDC has been involved in training seven district-wide Staff Development Councils and more than 25 building level teams in various aspects of staff development (e.g., team building, needs assessment, short and long term goal setting, etc.). These councils and teams are responsible for long range staff development planning in the district or for the individual school. With a minimum of 10 educators on each staff development council, and at least three participants on every building team, more than 130 teachers and administrators have acquired additional knowledge and skills related to effective staff development. This participation is likely to increase their involvement in and support of other NSDC sponsored activities.

Newsletters, Special Announcements, etc.: An important part of NSDC's outreach program has been a monthly newsletter to all teachers, administrators, and school board members. The newsletter advertises upcoming workshops, conferences, and other topics of interest to local educators. News items are kept brief and informative, and the length of the newsletter never extends beyond two pages. Special announcements in the form of letters to a particular group (e.g., high school principals, kindergarten teachers, etc.), and workshop flyers distributed to schools also keep teachers and administrators up-to-date on Center programs.

Standing Committees: NSDC has six Standing Committees on which any teacher or administrator may serve. These committees are: Mini-Award (makes decisions regarding funding of Mini-Award proposals), Staff Development (suggests areas of concern that might be addressed by the Center and coordinates inservice activities that are occuring in the seven consortium districts), Administrative Advisory (recommends programs to meet the needs of building administrators), Long Range Planning (makes recommendations to the Policy Board regarding the Center's long range goals), Promising Programs (identifies and publicizes worthwhile practices and programs within the consortium districts), and Communications (publicizes Center activities and programs within the districts and for the general public). More than 40 teachers and administrators serve on these six committees, which in turn broadens the base of participation and ownership of Center activities.

Building Representatives: Almost all of the approximately 100 schools served by the Center have volunteer building representatives whose responsibility it is to distribute newsletters, be familiar with NSDC services and workshops, answer teachers' questions regarding Mini-Awards and the use of the "Request for Services Forms," and provide an ongoing communication link with NSDC. These representatives have increased the effectiveness and efficiency of NSDC as an outreach program, and have also widened the circle of Center supporters by 92 persons.

POLICY BOARD

The federal Teacher Center Program and the State of Michigan professional development legislation recognize the value of collaborative planning of inservice activities. While both state and federal guidelines mandate that teachers compose a majority of the membership on policy-making boards, the federal legislation also requires the inclusion of special education and vocational education teachers as well as a representatve from higher education. The bylaws of the NSDC Policy Board stipulate that all policy decisions be reached through a consensus of voting members.

Collaborative policy making of this type has its advantages and disadvantages. Individual interviews conducted by the author with each Policy Board member revealed a number of advantages to this system. Teachers and administrators alike cited the shared decision-making process as a basic strength of the Policy Board, with a special asset being the cooperation and trust it brought between teachers, administrators, and higher education personnel. The Policy Board members were also proud of their commitment to excellence in staff development. As potential areas for improvement, they mentioned broadening the base of grass roots involvement by recruiting more teachers and administrators as advisors to the Center, and the provision of more opportunities for the board to stand back from their normal responsibilities and think creatively about policies and programs. They also agreed that the Policy Board has provided a collaborative base and a cooperative tone for Center activities.

WHAT WE HAVE LEARNED

During the past three years the Northwest Staff Development Center has been successful in attracting experienced teachers and administrators to a wide range of voluntary inservice activities. Approximately 2,000 educators have individually requested release time, conference registration fees, or consultant assistance. Over 70 Mini-Awards ranging from $150 to $2,200 were made to schools to address self-identified curricular or instructional problems. In addition, after school workshops were attended by hundreds of teachers and administrators.

A follow-up telephone survey of randomly selected teachers found that 99 percent of the respondents were very (78%) or somewhat (21%) satisfied with the NSDC sponsored activity that they attended. Ninety-three percent of the surveyed

teachers reported that they had used ideas or techniques acquired as a result of the NSDC service in their teaching or personal life. Perhaps most importantly, 61 percent of the respondents told the interviewer that these ideas or techniques had made either a behavioral or academic difference with their students.

Retraining experienced teachers is a complex and difficult task. Some of our learnings may prove useful as you confront this challenge in the 1980's. We attribute our successes to several factors.

1. A proactive, outreach program that recognized that negative attitudes towards inservice education change slowly, but would gradually be responsive to quality programs.

2. A developmental approach that allows for the individualization of services.

3. An acknowledgement of the interrelationships of educators' affective and cognitive needs that led to the development of programs in stress/burnout management, school climate, alternative careers for educators, etc., and had widespread appeal at both the elementary and secondary levels. As in any form of effective instruction, it was recognized that the Center must start "where the students are."

4. Provision of programs at different levels of service delivery (e.g., individual, Mini-Awards, building site, school district, and multi-district) that allows for self-initiated activities and various categories of needs to be met.

5. Participation by teachers and administrators in collaborative decision-making at the NSDC Policy Board level and with the six Standing Committees. In addition, the seven district wide Staff Development Councils, the more than 20 building level staff development teams, and the 92 building representatives provide numerous avenues for involvement.

While NSDC's program certainly does not provide definitive answers, it does point the way to processes that will engage experienced teachers and administrators in ongoing professional renewal. The collective success of educators in this endeavor will have profound effects on the quality of schooling in the decade ahead.

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4

ALTERNATIVE CAREERS FOR TEACHERS IN EDUCATION: SOME PAST AND PRESENT ISSUES

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Averil E. McClelland

As the theme of the current Meeting of the National Association of State Directors of Teacher Education and Certification indicates, teacher education in the United States is in the process of profound change. It is our view that contemporary movements in the profession do not represent simply a programmatic readjustment to new social demographics, but a major shift in defining the central mission of departments and schools of education. Indeed, we believe this shift promises to alter the face of teacher education as significantly as did the movement toward professional standards for teachers which changed the normal school into the familiar teacher education institution of today.

The purpose of this presentation is to outline some of the issues involved in one major area of change currently affecting planning and policy by teacher educators nationally. Our concern is the pre-service and in-service preparation of educators for non-school settings -- or, as our advance billing states -- "Alternative Careers for Teachers in Education." Our approach is two-fold. First, we will attempt to describe some pertinent factors external to the College or University which appear to require a re-thinking of the mission of professional education. Second, we will indicate some of the critical internal issues confronting teacher educators as they begin to institute programs designed to broaden the base of settings for which professional educators are prepared.

Two major assumptions will characterize our remarks. The first is that the delivery of educational services in community settings other than public and private schools for children has increased exponentially in recent years. When looking at educational service delivery, therefore, it is important to focus on the idea of deliberate education rather than on the more traditional formal/informal dichotomy which assigns the term "formal education" to schooling and the term "informal education" to everything else. When education is defined according to criteria emerging from intentionality -- i.e., the presence of a curriculum, content, learning

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activities, and evaluation of outcomes -- the terms "formal" and "informal" become matters of the style of delivery and one quickly notices that education is being delivered deliberately in a wide variety of places by people acting in a diverse set of roles.

The second assumption is that strong linkages must be maintained between those who are concerned with the preparation of educators for schools and those who are concerned with the preparation of educators for other settings. A major part of our discussion, therefore, will emphasize the centrality of the setting as an appropriate focal point around which such linkages may be formed and institutional planning and policy decisions made. Such a focus also indicates the desirability of creating and maintaining strong communications links with those who prepare other professional service providers. The way in which issues emerging from this broad mix of professionals are handled is crucial to the success of any program designed to prepare educators for multiple settings.

I. The Social Roots of Education

The comedian, Henry Morgan, once wrote a fairy tale that began, "On the day before once upon a time..." The first issue that presents itself is that current trends in education have not sprung forth full blown, but rather have emerged from a social/historical context. If one is really to understand the significance of the contemporary education scene, it is first necessary to look at what things were like before that scene existed in its present form. While many of us are inclined to believe that non-school education is a relatively new phenomenon, numerous sources tell us otherwise. Indeed, even a casual perusal of the literature on the history of education in the United States (e.g., Bailyn, 1960; Cremin, 1965, 1976, 1977; Butts, 1978; etc.) reveals a variety of educational forms and settings that boggles the mind. From the entrepreneureal Dame schools convened in private homes of the Colonial period to Head Start and day care; from apprenticeship and tutoring for craft and profession inherited from medieval guilds to civic education sponsored by modern labor unions and staff development at IBM; from religious Sabbath schools to televised evangelism; from settlement house to crisis center; from home and family to international association; all these and more have flourished in the evolution of American education. Cremin sums up both past and present reality when he says:

> The fact is that the public is educated by many institutions, some of them private and some of them public, and that public schools are only one among several important public institutions that educate the public. (Cremin, 1976, p. 58)

If it is true that such diversity has existed all along, it is also true that we seldom think about it, and this, too, has a historical basis. One characteristic of complex societies is a differentiation of function for social institutions. Early in our history, for a variety of reasons, schooling emerged as the major instrument of education, slowly, with some faltering, and always on a local basis, schooling became education in the United States. That schools are organizations, not institutions, was generally forgotten; in the pubilc mind the two were merged.

In Democracy and Education, John Dewey legitimized much of that merger by differentiating between "natural" or "incidental" education and "intentional" or "deliberate" education, the latter assumed to be the function of schools. "Without such formal education," he declared, "it is not possible to transmit all the resources and achievements of a complex society." (Dewey, 1916, p. 8) Dewey was correct in recognizing the need for deliberate education in a complex society. He was incorrect, however, in assuming that only schooling was intentional while other educative processes in other settings were not, a miscalculation in a society composed of diverse and sometimes powerful interest groups. While he was well aware of the diversity of "educative influences" in a complex society and therefore doubted that the school, by itself, could change the social order, he nevertheless assumed that the school was and would remain the mirror of a democratic society, reflecting a political intent to communalize the educational endeavor.

In fact, schools are not mirrors of society but are contained within it, related to other deliberately educative agencies in diverse and complicated ways. Nor is the education of children, which was Dewey's primary concern, the only, or even -- at this time at least -- the most important aim of education. Wholly new populations, most of them adult, are demanding educational services. Ethnic minorities and women seek to escape real or perceived ghettos; the elderly desire to harness leisure in productive ways; the technologically unemployed attempt to move into a service-oriented society; the chronically ill wish to learn to live with their physical problems; the restless and bored among us seek diversion and enrichment; parents want educationally-oriented child care; businesses want to upgrade the skills and competencies of their employees;

the list goes on and on. It is safe to say that organizational response to these demands has not been small. Educational resources available to learners are vast indeed, and growing. As one of us has stated elsewhere, "Life-long learning has been established not so much through the efforts of educational theorists or public school officials, but rather through a grass root clamor for self-development." (Bernier, 1980, p. 1)

Organizational Response to Public Demand

The point is that education is not deliberately offered in a variety of settings but it is deliberately sought after by a variety of individuals. Moreover, since both educational services and educational needs vary in style, degree, and kind, they may easily be in conflict with one another. As Cremin notes:

> ...all educational transactions have both public and private consequences. Family nurture that encourages independence, church teaching that condemns family planning, industrial apprenticeships that exclude members of minority groups from participation, television news programs that dramatize the human consequences of military ventures -- these are but examples of private educative efforts that have profound public impact. (Cremin, 1976, p. 59)

In a pluralistic milieu, therefore, it is important to consider the particular social context in which educational activity occurs. Indeed, to evaluate either educational programs or educational outcomes without such consideration is naive and unconscionable. A second external issue, then, concerns the methods by which one approaches the study of actual educational experiences.

In our view, the social context has two dimensions, a community one and an individual one. Both emerge from the interactional character of teaching and learning, and both may be examined in terms of their internal workings and their relationships with one another.

In the dimension of the community, deliberately educative settings form a network composed of partial relationships that Cremin has called "educational configurations":

> Given an awareness of the multiplicity of institutions that educate, one soon perceives the tendency of such institutions at

> particular times and places to relate to one another in what might be called configurations of education. Each of the institutions within a configuration interacts with the others and with the larger society that sustains it and that is in turn affected by it. Configurations of education also interact, as configurations, with the society of which they are a part (Cremin, 1976, p. 30)

Some of these settings interact frequently (e.g., home and school, church and hospital), others less often (e.g., church and school) or only under the pressure of some pathology (e.g., mental health centers and juvenile court), and some hardly at all (e.g., businesses and day care centers). To discern and appreciate first the existence and then the nature and extent of this network in a community requires demographic analysis that seeks to understand the political, economic, religious, aesthetic, and population characteristics present at any given time. Common assumptions about class, racial composition, and life style in a rural town, for example, often fade into obscurity when the community contains within its geographical boundaries a major manufacturing plant. One such facility can drastically alter the social foundations of community life and contribute significantly to educational requirements, desires, and opportunities as well as to the ways in which these may be conceived and approached.

Similarly, simplistic assumptions about the alienation and apathy of urban populations, while frequently giving rise to necessary educational services, also may obscure the extent to which residents are successfully coping with conditions as they find them. Affirmative human adaptation and influence on the environment is too often ignored and therefore not encouraged by those whose mainstream ideological beliefs and values cause them to see every change as crisis or loss, and every difference as deviance or deficit. Clearly, there are horrendous problems in our cities; what frequently defeats planners, however, is the inability to see clearly what is actually going on or to envision possible alternative courses of action because of inaccurate preconceptions. Not only do they sometimes find themselves not dealing with issues as they really are, but they often miss untold opportunities for linking into currently functioning interventions.

That many of these interventions, when they do exist, involve deliberate education is problemmatic. However, some of them are, and more probably could be. One thinks, for example, of the seemingly separate issues of the desperate need for quality day care and the tragic isolation of many of the elderly. Whole human service systems and a variety of professionals exist to deal with these issues in almost total

isolation from one another. Yet, in some communities individuals have created ingenious adaptations. Nursing homes, for instance, have become day care centers, with ever-expanding educational, social, and personal benefits for all parties.

Both the limitations and the expansion of individual perception and behavior indicate a second dimension of social context, one we might call personal-cultural. For an individual, the educational configuration of the community is a set -- or a partial set -- of resources through which he or she moves according to need, desire, requirement, opportunity, and access. These motivational and conditional characteristics, however, are in part determined by the individual's biography, including cultural and ideological systems to which the individual has been socialized and which he or she carries a part of a general world view.

Significant learning occurs in face-to-face, transactional relationships and is interpreted and maintained in "we-feeling" groups. Stanley (1953) has observed that, in an earlier America, the community was the basic social unit which molded attitudes and values and provided support for the individual. In comtemporary society, however, urbanization, specialization, high technology, and access to diverse cultural influences through vastly improved communications have fundamentally altered the foundations of social organizations. Economic, political, religious, and voluntary groups have become sources of power and interpreters of experience in which individuals acquire the meaningful and lasting symbol systems which govern their perception and behavior, and these, too, may reflect dissonance or complimentarity. Home, church, neighborhood, school, work place, and voluntary association comprise the symbolic universe which both creates and limits an individual's life world. Moreover, these local associations are influenced by contact with national systems, especially the media, which serve as static, non-transactional image-makers against which personal interpretation is compared.

Within the educational configuration of a community, then, lie a myriad of personal educational and cultural networks which may overlap to some degree or be disparate indeed. Deliberate education and significant learning -- knowledge, skill, attitude, and value -- occur in a variety of settings and influence the way in which individuals attempt to manipulate their environments and the ability of environments to influence them. While a study of educational service delivery in organizational settings is important, it is also imperative that we begin to study the deliberate

education that occurs in behavioral settings such as the family, the church, the work place, and a host of alternative "cultures of choice" which are available to individuals in a pluralistic society. Ethnographic approaches which aim at uncovering and describing the interaction of symbol systems (e.g., Blumer, 1969; Geertz, 1973; Spradley, 1980), studies of human social networks (e.g., Sarason, 1977), and investigative work on learning styles (e.g., Leichter, 1973), are just some of the relatively new methods which offer great promise in these areas.

To study the diversity of deliberate education in the lives of individuals is not, however, to imply that ideal personal networks will reflect complimentarity, nor is it our wish to help them do so. On the contrary, we promote a contextual approach to the study of education precisely because we believe that ideal configurations will reflect diversity. As we have mentioned before, such an approach "does not imply that diverse symbol systems be integrated, but rather that they be understood and negotiated. Indeed, a political democracy designed for a nation composed of diverse cultural communities cannot be maintained unless such pluralism is aggressively supported." (Bernier and McClelland, 1980, p. 34)

The New Professionals

Sometimes in the Middle Ages, according to Margaret Mead, there occurred in educational life a profound "shift from the need for an individual to learn something which everyone agrees he would wish to know, to the will of some individual to teach something which it is not agreed that anyone has any desire to know." (Mead, 1943, p. 635) With that shift, education became a concern of those who teach as well as those who learn, and the relationship of teacher and learner became deliberate and specialized. In the United States, the teaching profession has identified largely with schooling; we are now broadening that definition to include those educators who perform educational roles in organizational and behavioral settings in addition to schools. Nash and Ducharme (1976) have called them "the new professionals," and, indeed, the role of educator in a non-school setting is a particularly specialized one. In our view, two issues emerging from this specialization are especially important. First, we must distinguish the professional educator from other professional service-providers in whatever setting they are engaged. While in many cases roles overlap, the educator can be defined as one who teaches, plans curricula, designs instruction, develops media resources, facilitates learning, counsels, and organizes educational

programming. These job descriptions hold whether the educator is engaged in a human service or in a business setting, whether the style of delivery is formal or informal, and whether the clients come voluntarily or are, in a sense, "captive."

Second, the importance of preparing educators who are able to help students monitor and negotiate all the educational influences in their lives cannot be underestimated, and is not limited to educators in non-school settings but must include educators in public and private schools for children as well. As we have said elsewhere:

> The functions of a formal public school in an urban and pluralistic civilization are far more complex than the aims of schooling in a simple cohesive society. Public school teachers require a repertoire of competencies and skills as well as sensitivity to individual and group differences which far exceed the qualifications needed by most teachers in the past. The modern day school differs fundamentally from the little red school house. . . .The teacher's role as synthesizer of knowledge and mediator of cultural differences has placed him/her in a key position to maintain realistic educational goals, social cohesion, democratic ideals, and cultural pluralism in the United States. (Bernier and McClelland, 1980, p. 35.)

As teacher education moves toward the development of programs which prepare educators for non-school settings or assist certified teachers to move into alternative careers in education, it is important that connections be maintained between certification and non-certification programs, and between professional education and other professional preparatory programs. The nature of the setting to which a professional is socialized uniquely influences the role he or she plays in that setting, a fact which is no less true for educators than it is for any other professional. This fact is central to the development of pre-service and in-service programs and offers one of the major challenges for program development in education for teachers in both school and non-school settings.

II. Reconceptualizing Professional Education

It seems a long way from the emergence of teaching as a profession in the Middle Ages to the present, yet it is perhaps significant that we gather today in an 18th century restoration. The successful mingling of the old and new is a skill which educators need and often lack. As we indicated earlier, we believe that the preparation of educators for multiple settings in the educational configuration reflects

a fundamental shift in mission for professional education. That does not mean that everything that has gone before should be rejected in favor of a totally new approach to teacher education. Indeed, a successful reconception demands a transformation of already existing elements, not a spontaneous generation of new ones.

It is safe to say that all the external issues mentioned earlier, and more besides, are both influential and useful in reconceptualizing the preparation of professional educators. Departments and schools of education, for example, exist in an historical context themselves, and despite what Sarason (1978, p. 371) has called "a noticeable tendency to view the. . .world as having been born a few days ago," it is necessary for us to consider that context and look for ways in which new directions can emerge from old ones.

An issue of primary importance in developing any new program is the degree to which the new effort meshes organizationally with existing structures. The creation of new programs presents an almost irresistable temptation to set up new organizational bureaucracies as well. In addition, the promise of new markets in a period when the prevailing mood is one of retrenchment and declining resources increases the liklihood that a "bandwagon" movement may begin as teacher-educators seek to respond to both internal and external pressures. Nothing, in our view, will be more detrimental to the successful expansion of professional education than the creation of new departments devoted exclusively to non-school education which must then compete for faculty, students, and financial support not only with existing departments within professional education, but with departments and schools which prepare other human service and business professionals.

At the same time, it is obvious that non-school educators require skills and competencies which may differ markedly from those required of school teachers and of other professional service providers. In the former case, for example, non-school educators should be able to work readily with adults since, in many cases, their students are drawn from adult populations. For this reason, principles of andragogy (characteristics of adult learning) may be more appropriate than principles of pedagogy. In the latter case, those who are trained in nursing, social work, counseling, nutrition, public relations, business, telecommunications, juvenile justice, and the like are not professionally responsible for <u>educational</u> outcomes which refer to organized, evaluated teaching and learning. Indeed, one of the characteristic findings of

professionals in other fields who have been given educational responsibilities is that they lack such expertise and feel a real need for it.

If programs to prepare educators for multiple settings are to effectively link into existing structures while at the same time provide unique instruction to non-school educators, ways must be found to organize and administer them which capitalize resources while minimizing conflict. One possibility is an adaptation of "broker" models in which the program administrator, or coordinator, as a link between existing departments and faculty who participate, with program staff and students, in setting program policy, designing curricula, and delivering actual instruction as appropriate to the particular career goals of individual departments and faculty, both within professional education and in other professional departments and schools, to develop alternative course programs within their own areas of expertise and promotes an ownership that rests on the fact that the program literally could not exist without them.

Our experience with such a model at Kent State indicates that it has the additional advantage of minimizing faculty resources by not limiting faculty participation to their areas of official concentration. Many faculty members have intense personal interest in and a high degree of knowledge about fields and settings in addition to their specialties. Since this model precludes the development of a separate and distinct curricular capacity, the task of advising students is a large and critical one. Of primary importance is acquiring and effectively utilizing the expertise of as many individuals in as many areas as possible. While individual departments and schools of education may not have equal official capability in necessary service areas, they may very well have individual faculty members who can provide needed assistance.

Similarly, our experience indicates that "broker" or "coordinating" models tend to prevent--or at least mitigate against--competitive battles over jurisdictions. In the first place, coordinators must be thoroughly familiar with the educational resources of their institutions, since it is those resources that their students in fact must use. Such awareness greatly facilitates the matching of particular students to already existing programs in the college or university and helps to prevent the mis-matching or absence of matching that so often contributes to student attrition. In the second place, since coordinators have an overview of educational resources, they can frequently discern

natural "marriages" between existing programs that may create new educational capabilities at very little cost in money or aggravation. Since an individual student and not an entire program is at the center of this kind of resource sharing, individual departments are not required to "re-do" whole curricula but rather may create individual options.

The distinction is an important one. Established course programs take a very long time and the effort of many people to develop; they are almost always designed for the benefit of a large number of students who need and want them as well as in response to some kind of public demand. Moreover, as you are particularly aware, professional preparation programs in education as well as in other fields reflect the requirements of state and national certification standards, something which we do not take lightly. To ask that these programs be arbitrarily and significantly modified for one set of students with particular but non-certification needs would not only be unjust, but also--at this time at least--would not be justifiable in terms of absolute numbers. On the other hand, to create a whole new set of course programs for non-school educators defeats the purpose of creating linkages among different specialties inside and outside of education.

Finally, coordinators in the course of their work become familiar with the strengths of individual faculty and students. They know their people, and because they do they can often play to strength instead of weakness, a not inconsiderable advantage when human, material, and time resources are in short supply.

Coordinating models are not without disadvantages, not the least of which are that they take a great deal of time, a considerable amount of patience, and a certain ability to live with ambiguity. One could argue, however, that such attributes are characteristic of professional education generally; certainly, we are not strangers to them. That this kind of flexible administrative style may serve as an effective model for those students who will soon find themselves also responsible for coordinating resources is, of course, an added proposition which can and should be empirically investigated.

Expanded Curriculum Alternatives

As we have implied in the foregoing section, the curriculum for the preparation of educators for multiple settings is a critical factor and one which lies at the heart of external social context issues. Two national movements in the field of non-school education have pioneered in specialized training for those who pursue educational careers in settings other than schools. The older of the two is the field of training and development as promoted by such national organizations as the American Society of Training and Development (ASTD). Long involved in adult education, ASTD advocates find much of their practice in business and industry in such areas as company staff development, high technology-based instruction packages, and consumer services/ education. More recently, the American Association of Colleges of Teacher Education (AACTE) has become active in the field of human services education. The major thrust of this movement is a focus on interpersonal and human relations skills and organizational competencies common to all human service professions, forming a kind of "core curriculum" under the auspices of professional education (see Chenault and Burnford, 1978).

There is little doubt that these skills and competencies are required by non-school educators. Moreover, such a pluralism of educational models is to be encouraged. Common to all of them, however, whether in private or public, profit or non-profit sectors, is the primacy of the setting as fundamental to the style focus, direction, and implementation of educational service delivery. It is therefore, in our view, also of considerable importance in the development of programs to prepare professional educators to deliver those services or to assist certified teachers in lateral career movements.

Focus on the setting reveals a number of critical issues which have their roots in the nature of community organizations, of individual life-worlds, and of professional socialization. While an immense amount of research has been done on bureaucratic organization and on the outcomes of various management styles in terms of productivity and employee/client satisfaction, very little exists which examines the "hidden curriculum" of diverse types of organizations. Since non-school educators are frequently "islands" in settings which have as their primary mission something other than education, it is crucial that they understand the ways in which organizational world-views, staffing patterns, funding, and client population characteristics influence the nature of both primary and educational service delivery.

A few examples may serve to give the idea. Does the setting emphasize therapeutic adaptation or aggressive advocacy? For a person in a wheelchair it may mean the difference between staying at home or riding a ramp to freedom. Are clients, by the nature of their relationship with the setting, frightened? angry? eager? wealthy? poor? bright? slow? embarrassed? uninterested? old? young? For a teacher, these qualities may determine the organization of instructional material. What is the status of primary service providers? In a hospital, for instance, educators are more likely to share status with nurses than with doctors, a fact which has consequences for teaching style. What is the "manner" of the setting? Do staff and clients relate to one another formally or informally? There is a significant difference in relationships found in crisis centers and libraries, and yet some clients may be the same people there for essentially the same reasons. How is the setting funded? Is there sufficient equipment in good repair available? How much space is there? Is there adequate staff? Profit and private sector agencies are frequently very different as, for example, a comparison of a city mental health clinic and a private psychiatric facility might show. This difference has educational as well as other consequences. Does the setting operate with economic power over clients or is it voluntary? Learning to exercise interpersonal skills because one's job depends on it is a fundamentally different educational experience from learning "I'm O.K.--You're O.K." with one's neighbors in the evening at the local community center.

Similarly, if varied setting characteristics influence educational service delivery, so, too, do the diverse life-worlds of learners influence educational outcomes. Ideological predispositions and cultural socialization brought by learners (and also, by the way, by teachers!) into the teaching-learning transaction represent what might be called an "ignored curriculum" and significantly affect the success with which education is delivered and received. Can white adults teach black children to enjoy books? Can college professors teach prison inmates about alienation? Can the urban, street-wise gang member teach the suburbanite how to safeguard property? Can the born-again Christian teach the young agnostic about parenting? Obviously, such questions can be answered affirmatively or negatively. In either case, however, the answers tend to be of the "Yes, if. . ." variety. Yes, <u>if</u> certain conditions are present (i.e., interest, authority, respect, etc.); No, <u>if</u> some meaningful connections are not made between teacher and learner; Yes, <u>if</u> student and teacher share similar expectations for the educative process. In many cases, the conditional "ifs" depend upon the nature and relationships among the settings from which students and teachers

have internalized attitudes, values, strategies for behavior, and "certain" knowledge, and on the setting in which the current educational activity is taking place.

A final issue, though by no means the end of the list of possible ones, concerns the socialization of professionals. It is a commonly shared bit of mythology that the truly "professional" person rises above personal feelings, antagonisms, and beliefs in the enactment of his or her professional duties. We label this wisdom "myth" rather than something else because, of course, there is some truth to it. Nevertheless, it underlies the sometimes inaccurate assumption that one who has been trained to be a teacher, for example, can be a successful teacher anywhere. In fact, all professionals are socialized in part by the settings in which they find themselves. The world-view and folkways of the setting are part and parcel of professional experience, expectation, and practice. Lawyers are socialized to offices and courtrooms; doctors are socialized to hospitals and treatment centers; and teachers are socialized--almost entirely--to schools. These are very different kinds of settings. One example of the importance of such socialization in teacher education is the long-standing complaint of first-year teachers that their education did not adequately prepare them for "life in the classroom." Indeed, a central thrust in mandated redesigns of teacher education is an effort to afford pre-service teachers more actual time in schools. It is reasonable to conclude that a significant issue in the development of programs to prepare educators for multiple settings will be the manner in which socialization to a variety of settings is undertaken and carried out.

A New Aim for Professional Education

If our remarks so far have made any sense at all, it seems clear that teacher education is on the edge of exciting possibilities. The expansion of professional education to include practice in diverse settings in addition to schools for children offers opportunities to strengthen pre-service curricula in all areas and to develop new concepts of in-service professional development including lateral career movement across settings. While the positioning of educators in diverse community settings promises a variety of benefits, perhaps the most exciting is the possibility that we will begin to explore and understand the negative educational influences in our society which some have called the "underground curriculum" and which may contribute significantly to individual dysfunction, apathy, and despair. Sociologists, psychologists, and others have studied the drug culture, street crime, poverty, penal institu-

tions, child abuse, divorce, abandonment, and other personal and social problems in terms of social structure and interaction and personal predispositions and affects, but it seems that there is much to learn about the educational processes which occur between inclination and outcome. Not only who and why, but also how, where, and when are important questions to be answered.

In our view, the success with which teacher education takes advantage of current opportunities will depend upon several things:

1. the willingness of planners and policy makers to resist the temptation merely to add to or superimpose new professional educational efforts on traditional ones, thereby creating a bifurcation which, given our resources, must develop into a zero-sum game--somebody will lose;
2. the ability of decision-makers and current professional faculty to become and to train teacher-researchers. We know precious little at this point about the educational nature of settings in the educational configuration, and what we do know does not often find its way into use in teacher education. Moreover, the educational significance of the social foundations of complex cultural configurations in a pluralistic society is only beginning to be recognized and examined. Clearly, this area holds great promise for further research, and teachers and students must be encouraged to assist in it;
3. the willingness of students and faculty to move outside narrow specializations to form voluntary networks of association with one another and with members of other professions. Such on-going networks would greatly enhance the exchange of research information, contribute to improved practice in all settings, aid job searches, and--not least--better enable the profession to uncover examples of bad practice and fraudulent educational claims;
4. the ability of state and national associations like yourselves to work with teacher education institutions (and vice versa!) in the development and support of admissions and certification criteria which will encourage the flexibility the profession needs. Maintenance of high professional standards is especially critical to an expanding profession. We do not intend to become schools for failures. At the same time, adherence to principles of equity and quality requires careful consideration of any admissions criteria

which automatically exclude individuals on the basis of standardized testing alone. There is considerable discussion just now about raising the traditional admissions standards for schools of education. On balance, we would advocate that this is one part of the profession's historical context that should remain unchanged. Beyond that, however, we would urge a strengthened curriculum and considerably more student advising and continued efforts to match students with available programs. We might note in passing that students with whom we work more often than not achieve and maintain significantly higher GPAs once they are admitted to the program. Careful matching, monitoring, and advising seem--at least in this case--to pay off. Similarly, moves to certify non-school educators must be accompanied by appreciation of setting requirements, by careful consideration of impacts on institutional curricula, and, above all, by attention to possible alternatives.

Finally, we propose that nothing we have said about the preparation of professional educators for non-school settings does not also apply to the preparation of professional educators for school settings. Issues of historical and social context, of community interrelationships, of research on personal socio-cultural settings and systems, of professional networks, of professional standards, all apply to schooling as much or more as they do to other educational processes. Clearly, alternative careers for teachers in education are many and varied; just as clearly, the ties that bind us together must remain strong. The challenge to outline an expanded set of professional roles, to develop a new research-practice capability, and to establish a binding professional ethic has its roots in the past, but its fulfillment in the future.

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CERTIFICATION PATTERNS AS SERVICE/SUPPORT TO TRAINING PROGRAMS

Nicholas Hobar
Robert Gabrys

Introduction

The following description is an edited audio-tape transcript of a concurrent session presented at the Annual Meeting of NASDTEC in Williamsburg, Virginia in June 1981.

Nick Hobar: Welcome to our clinic session. We have two goals to address in this session and three activities related to those goals. Basically, we would like to explore with you a model for establishing the specifications of a professional certificate, or whatever you call the initial certificate in your state, as an indicator of the entry level competencies expected of educational personnel. The term "educational personnel" is defined to include teachers, principals, and all other staff who are professionally certified. The phrase "indicator of the entry level competencies expected of educational personnel" is utilized so that when individuals refer to this certificate they are more concerned about what the certificate means and not merely that it is a legal document. A second goal we would like to address in this session is an examination of the relationships between and among state department of education divisions, bureaus, units, and sections which have responsibilities for public school curriculum, instruction, and professional development. We would define professional development to include initial preparation and continuing education including inservice and certification. We are using the term very broadly and think of it as a continuum consisting of awareness of teaching at one end and maximum proficiency as a teacher on the other end of the continuum. Those are the goals of our session and we will address certification in its service or support function to training programs, as well as to public school curriculum and instruction.

In the first half hour of this session Bob and I will provide information from our perspectives about how we see the goals being accomplished. Next, we will propose a small group activity to analyze what we have said and to apply the data to a different

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state that is represented in the small group. Finally, we will propose a debriefing session to apply the results of the small group activity to other states. Thus, these are goals we would like to address and the processes we wish to utilize during this session to enhance your attainment of the goals.

Let's begin with a discussion of how meaningful certification patterns may be derived conceptually. I'll address this issue by proposing that the educational goals for a state may be the basis for deriving a certification pattern. The goals for education adopted by a state board of education define the public's expectations for student learning. I'm sure there is a policy statement, whether or not it's in a goal, objective, or narrative format, in your state which delineates what is expected of students in the schools. Essentially, this policy statement is a description of the expected outcomes of schooling. The goals may be generally defined as the public's interest or expectations. Given that kind of policy direction, a state board of education, which has a constitutional mandate for providing education, may then develop a framework for delivering public education to meet the goal-based needs of the students in the various schools within the state. I will suggest at this point one such framework, and as Bob and I talk, I would suggest that you think about what this framework looks like in your state. Think right now, what are the goals or outcomes of public school education in your state? Think about what the rationale and framework are for delivering public school education? Again, try to relate your state's framework to some of the concepts we will propose in this session.

My example will involve a conceptual approach which assures that a state's educational framework is based on the state's educational goals and the nature of learners. In this framework it is essential to cross the required and elective subject areas (math, social studies, science, etc.) taught in the state's public schools with a human growth and development continuum consisting of childhood, pre-adolescence, adolescence, and adulthood. This matrix, then, defines the major variables of the framework and facilitates the establishment, implementation, and evaluation of curriculum outcomes in terms of learner characteristics and subject matter needs at the four levels of development. In order to enhance your understanding of this framework, let's examine how it might work. For example, math skills in childhood can be defined and educational experiences provided to have children attain those skills at that level. In terms of the scope and sequence of the math curriculum, these math skills should be maintained by the learner through the pre-adolescence level.

Please note that there will be some math skills that require continuous maintenance through pre-adolescence and there will be some math skills that need to be enriched throughout childhood to adulthood. The point here is that we would need to define the essential competencies and learner outcomes expected of students in the schools at various developmental levels. This task must be accomplished in the proposed framework so that schools can direct their resources and activities toward the educational goals of the state. Social studies may or may not be a continuing developmental approach such as math and may need to be described in the framework another way.

The intent here is to establish with this configuration, a comprehensive state system of schooling. The speakers in the general session this morning talked about staff development for school improvement. In order to facilitate school improvement, I would submit that we should define what it is we want to accomplish in the schools and the rationale for the educational framework to accomplish this task. In the framework presented here, it's a learner focus. Another approach could be primarily a subject matter focus. Again, in the framework I have presented the learner is the primary focus. Hence, student needs are defined by competencies in the required and elective content areas as related to state and corresponding local educational goals and as articulated across a human growth and development continuum.

Generally, a state board of education or an educational commission is responsible for establishing the educational policies of the state's system for public schools. These policies may take the form of educational goals as indicated in my framework. For example, a number of states have recently adopted basic skills as their educational priority. Our second goal in this session is to examine the interrelationships of divisions, bureaus, and units within the state education agencies relative to their roles in the implementation of these policies. These organizational units usually include curriculum and instruction, vocational education, special education, teacher education, and certification. The professionals who work within these units are responsible for providing leadership and technical assistance to develop standards and programs within their areas of responsibility. In some cases the responsibility is even as discrete as a federally funded pre-school handicapped project coordinated by one person. I would propose that each professional within a department of education has a responsibility to coordinate policies and activities within his/her discrete area and also within and across other organizational units. For example, a state plan for a comprehensive

system of personnel development (CSPD) required by P.L. 94-142 should be supportive of the state's comprehensive system of professional development for all areas of education. Consequently, if CSPD monies are utilized to train special education resource teachers, a concurrent activity must occur to ensure that certification policies and practices recognize this effort.

I would like to re-emphasize that the framework proposed here places a priority on learners and learning. In this context, the criteria for determining public school curricula must be established prior to the administrative procedures that will be used to demonstrate attainment of the curricular outcomes.

At this time Bob will address the next steps in deriving professional development standards and certification criteria that are consistent with the framework which I have proposed.

Bob Gabrys: Within the context of the learner and the framework that Nick established, it is important to look at professional development in the context of the role of the teacher. The role of the teacher should be derived from public school curriculum and the rationale for why public education exists. It should relate to the comprehensive framework described earlier. When we address the teacher education function of higher education institutions we are highlighting a responsibility that the institutions have to the profession to use the actual role of the teacher as the basis for the competencies that will be in their teacher training programs.

If the public school system is established on the basis of childhood, pre-adolescent, adolescent, and adult learner characteristics based on N-4, 5-8, and 9-12 configurations, it does not make sense to have the colleges training elementary and secondary or junior high teachers, for a 1-6 or 7-9 certification pattern. If the training programs cross developmental levels, they should include the entire area so that individuals exiting from programs can be of service to the public schools. In a training context there is an issue that must be addressed in terms of the relationship between the curriculum content in public schools and in teacher education programs. That does not mean that for example, in math, anybody who has a 12th grade level of mathematics ability should be issued a certificate to teach math or that the only content expertise we expect of teachers is that they reach the level that would be expected of pupils. The question is: In a college program that purports to train math

teachers, what is the level of mathematics understanding that is needed in order to deal with the concepts that are going to be presented at the appropriate developmental level within the public school curriculum? All of a sudden we are no longer talking about methods or six semester hours of mathematics, but we are really challenging the math content specialists, the mathematicians, to help us determine what level of math concepts must be mastered by an individual in order to understand the concepts that are included in the public school curriculum. This question should be answered in all the content areas identified on a professional certificate. Hence, we are no longer referring to a general education or a liberal education as sufficient in terms of the role of the teacher, but how colleges need to begin to cross-reference their curriculum to the curriculum in the public schools.

Only after we relate public school curriculum and training institutions programs do we begin to conceptualize the nature of certification patterns. If a state school system focused on early, pre-adolescent, adolescent, and adult developmental patterns and correlated training programs have been developed, the certification patterns must reflect that same philosophy. Hence, certification patterns become any one of these discrete patterns (early, pre-adolescent, adolescent, adult) or a combination of them. A pattern that would stop at the sixth grade level when the school curriculum plan based upon the developmental levels of learners went to the eighth grade would be inconsistent.

If a state adopted the frame of reference presented here, its certification patterns would be learner focused. The framework establishes safeguards or criteria for certification that can be utilized when working with special interest groups lobbying additional credits or requirements. In such a framework certification becomes responsive to all the ongoing efforts that are occurring in state level bureaus of curriculum and instruction, higher education, and/or teacher education and certification. In this framework not one of these organizational units operates independently. They need each other in order to build mutually supportive policy and program relationships. Thus, where certification policies have typically been perceived to be etched in concrete, they now would reflect flexibility and responsiveness. The safeguard is provided by the fact that a policy has to be interrelated with public school curriculum and higher education training programs. Changes in certification in this framework can only be envisioned to help the educational system. I believe it comes down to what Dwight Allen was saying this morning: "What is the purpose of any

regulation in certification?" One would assume that the answer refers back to the educational framework and, therefore, is to serve public school needs and reflect professional competence.

In terms of changes in state certification systems, we in West Virginia just had an example of a certification policy being responsive. We had to create a middle childhood education certification pattern. We had a 1-6 certification pattern with a possible 4-8 content area. The next patterns after 1-6 were 7-9 or 7-12. When we analyzed those patterns using a learner focus we noted that the existing patterns were actually school building oriented not learner oriented. Hence, we found that we had encouraged a learner-oriented curriculum focus by the public schools and now had no way to certify anybody to work in grades five and six in specifically middle childhood programs. We had an option of going the way one of you mentioned, the temporary certificate route, and we decided not to do that because what typically has happened in any area where that kind of shortage or problem has developed is that we have traditionally moved to a temporary pattern. The temporary license means you ignore all the standards that you have established and put individuals in classrooms with the recognition that they are not properly trained for the job, but let them work because they have shown a good faith interest in becoming competent in that area. Instead, we developed and recommended a certification policy for State Board consideration called a Middle Childhood Authorization which would alleviate this dilemma. The policy provided an alternative training and certification pattern for experienced teachers. The certification unit of the state department worked with the continuing education unit to approve local district designed training programs. As a result of the training programs which were outcome oriented, a cerification policy was designed to allow a person working on the authorization to complete the training and with verification of one complete year of experience on the authorization, receive a permanent middle childhood authorization that would be recognized as equivalent to a professional certificate for renewal and tenure purposes. No penalty was included in the policy in terms of being out-of-field or less than fully certified since these individuals were recognized as competent teachers within their areas functioning at a different level receiving on-site, job-related, and county school district specific training. Rather than compromise the standards, we designed a certification pattern that would recognize the continuing education option that was being developed in the county school districts. In some cases programs were developed with colleges, with or without credits, because the focus was on training outcomes. We wanted teacher

training to fit the need. As a result of coordinating curriculum policy and training options, certification practices were able to support and serve the needs of middle childhood learners in the state. In the final analysis the issue was that certification, instead of determining in a vacuum what certification regulations should exist, looked to the curriculum in the public schools as its data source in order to develop certification procedures, policies, and patterns that support that rather than counteract or ignore learner needs within the public schools.

NOTE: At this time the participants decided to act as a group of the whole and to apply the proposed framework to particular states and situations.

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THE VIRGINIA SCENE FOR THE CERTIFICATION OF TEACHERS

S. John Davis

President Mackey, President-Elect Jones, distinguished guests, ladies and gentlemen, I am pleased to have this opportunity to be with you today. For 53 years your organization has represented leadership in teacher education and certification. It has contributed significantly to the field and was a pioneer in providing national standards for teacher preparation programs. Your theme, "Innovative Delivery Systems to Meet School Staffing Needs," is very timely in Virginia since we are proposing new certification standards for the Commonwealth. I will briefly share with you some of our thinking about certification and about what we believe should be done to improve the process.

From a review of your program it is clear that you are seeking the same results that we are seeking in the preparation, selection, training, and retraining of the key individual in education--the teacher. Our search is to find the brightest and the best people and to attract them to the classroom to teach our children.

When the material rewards are meager and the societal prestige and esteem are lacking, our difficulties are multiplied. When students graduate from high school and in their first year on the job receive salaries averaging $4,800 more than the salaries of the beginning teachers who instructed them, you can readily see that it is extremely difficult to attract the brightest and the best of our college graduates into careers in teaching.

It seems to me, however, that we owe it to our students and parents to make every effort we can make to ensure that we have considered all alternatives and explored every possibility that holds potential for attracting the most intellectually promising graduates of colleges and universities to teach in our schools. As all of us know, those individuals who have enthusiasm and curiosity about their subject and the desire to continue learning more about it, set an example for students that is contagious.

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One possibility for improving the chances of attracting the best and brightest of the college graduates to the classroom is to review the process involved in the certification of teachers and to determine if some changes could be made in it. The process of certifying teachers was originally designed to protect students from incompetent teachers and to provide a foundation for establishing education as a profession similar to the other professions such as law and medicine which adopted basic entry requirements that had to be met before one could practice. The certification of teachers by the states thus became one of the reforms growing out of the progressive movement in this country after the turn of the century.

However, like many of the reforms enacted to correct specific abuses, the certification process became encrusted with a series of complex and fragmented requirements that do not necessarily assure quality teaching. From the idea of a minimum standard which all prospective teachers would meet, we now have in most states a maze of intricate and rigid rules that specify courses teachers must take for a multitude of specialities. Each of the specialities has its own vested interest and support system so that to suggest any change from the status quo is certain to set in motion a political process that is time-consuming and divisive.

This artificiality that has gradually burdened the certification system is in need of reform. Citizens and their public officials have indicated their dissatisfaction with the current system. Even the teachers, individually and through their organizations, have indicated a desire to be more involved in improving the certification process either through licensing teachers by a jury of peers or by altering current standards.

The debate today revolves around two different arguments about improving the quality of teachers--content immersion versus methods preparation. The first would certify arts and science graduates who lack required education courses. This viewpoint stresses the low scores of teacher education graduates in content areas of teacher examinations as well as the low scores on the aptitude and graduate record examination. It questions the value of professional education courses in contributing to the improvement of teaching. In essence, these advocates would reform the certification process by enabling liberal arts and science graduates to teach after receiving their baccalaureate degree without having taken professional education courses.

The other argument is by those who believe it is essential that teachers complete a core of professional education courses in order to be certified. The claim is made that a body of knowledge exists about the methods and techniques of teaching and the process of learning that would help the prospective teacher do a much more professional job.

This viewpoint would ultimately extend the period of preparation beyond the baccalaureate degree to a fifth year graduate program. Another variation would be to make the initial year of teaching an internship period with the necessary techniques being taught on the job as in the year of residency for the medical degree. It seems to me that this lengthening of the preparation period may lead to greater costs for education at a time when most states, localities, and institutions are retrenching and attempting to become more cost effective.

An alternative that incorporates elements from both these viewpoints is to accept at the secondary level, arts and science graduates for teaching in their major fields. These beginning teachers would be monitored during their first two years of teaching and any weaknesses in their teaching skills would be corrected during this trial period prior to certification. The practice could be continued, as now practiced in some states, of provisionally employing arts and science majors until they complete the appropriate professional education courses within a specific time requirement.

Another innovative approach for attracting outstanding arts and science graduates would be for the state to specify the competencies to be demonstrated by these beginning teachers and permit the use of staff development activities in lieu of certain professional education courses to verify the achievement of teacher competencies. In some cases, it may be possible to certify individuals without further training.

The responsibility for certifying teachers varies throughout the country. Some states may issue certificates to prospective teachers when they receive the baccalaureate degree. This, of course, means the state has relegated the process to institutions of higher learning. Other states issue certificates only after the prospective teacher has served a probationary period. Provisional certificates may be issued for periods of one, two, or more years. Independent certification-granting authorities have been established as another approach. Finally, a few states are beginning to require demonstrated success in the classroom before the provisional certificate can be upgraded to a permanent certificate.

In Virginia, I have made a number of proposals for reforming the certification process. I have suggested we reduce the complexity and the specificity of certification requirements and that we identify and discard the nonessentials for doing a good job in teaching. An era of declining enrollment requires that teachers be prepared in several disciplines. Population shifts necessitate the need for teachers to follow their clients while reduced federal, state, and local resources require greater flexibility in staffing patterns.

I have also suggested that we improve the certification process by ensuring appropriate course content by defining the competencies needed for teaching; by requiring a probationary period, if necessary, through the awarding of provisional certificates; and by providing an objective on-site evaluation process for beginning teachers to upgrade their provisional certifications.

Further, I have proposed that arts and science graduates be certified at the secondary level and that provision be made for acquiring identified competencies in a variety of settings. these may include locally developed college and university inservice programs, state professional development offerings, teacher organization sponsored inservice education, summer workshops, telecommunications, and individual and group study plans, as well as other local school division programs.

Finally, to improve the certification process we have taken an active role in developing an effective method for approving the teacher preparation programs in cooperation with the colleges and universities.

In establishing the responsibility for teacher certification, the state has an important leadership role. If it chooses to exercise this role, it can expect resistance from vested interest groups. In my view it is too important to be left to chance and tradition. If we sincerely seek to improve the quality of education, we must ensure that certification serves as a powerful tool for the selection and retention of capable teachers who are proud of their profession and its contribution to the preservation and advancement of our civilization.

The following recommendation is made to improve the certification process:

The states should modify their certification regulations and remove rigid and unnecessary requirements. Revision should identify and assign specific responsibilities for certification by both the state and the educational institution. Revision also should include provisional certification for all beginning teachers, including arts and science graduates for secondary school positions, until the performance of all beginning teachers has been evaluated.

Performance weaknesses in content or in "methods" areas, identified during provisional certification should be addressed before regular certification is granted. Such remediation, if needed, should include relevant additional courses or staff development activity. The effects of the revised certification process should be evaluated on a regional basis.

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GENERALIZING PERSONNEL TRAINING MODELS USED IN BUSINESS AND INDUSTRY TO SCHOOL SETTINGS

Gary R. Wright

When I first received a request from Nick Hobar to speak to this group I was somewhat hesitant. I had the usual questions like when? Where? The name of the group? The topic? and Why me? His answer to the last question was so diplomatic and flattering that I quickly accepted.

After hanging up I felt much more ambivalent about my involvement in such a program. Since moving into industry I have frequently discussed with former colleagues the relationship between the Academic and Industrial Worlds and how much each has to offer the other.

When I became serious about developing the topic I discovered that I had a whole new list of questions. The principal one being, "What presentation style would be the best for this group"?

Wit and humor works. Unfortunately, I don't have much of either, so humor was out.

Then I thought, let me try the challenge approach. But that type of speech usually focus on the negative. That's not natural for me.

If anything, I would rather tell you what's right with education and teacher training because you and others like you just don't publicize all the good things you are doing.

But, the best person to present a challenge to this group would be a politician. They are good at that. Have you ever noticed that they like to fashion themselves as concrete thinkers, and I tend to agree. Most of their minds are all mixed up and then permanently set.

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I could also come in and conduct this meeting as a training session. But, my experiences with executives and policy makers, such as you, tells me that such activity can be a very delicate undertaking.

So, instead of making a more formal presentation as you are accustomed to I would prefer to talk to you about my approach to a problem that we each have, "The establishment and maintenance of a productive workforce".

Since my presentation is from the business perspective, let me remind you that in order to turn out any product, management must manipulate the basic factors of production. They use to be called men, money and machines, but now we refer to them as Human Resources, Finances and Technology.

Your prime concern, as is mine, is the labor or human resources factor. But, my boss can't have any favorite area--he must concentrate on The Big Picture--the interrelationship of labor, money and materials.

A common denominator for all of the factors is cost. So in representing my concerns to him, it's in my best interests to speak in terms of money. Recently I pointed out that the Upjohn Company computed the career costs of an employee at 117 times the first year salary. This figure based on the assumption of an employee's thirty year career, takes into account factors such as salary, salary increases, fringes, training, office space, suppliers, equipment, etc.

So, if we hire an employee at $15,000 starting salary, we can expect that the Company will invest $1,755,000 in the employee during their career.

In keeping with the title of this presentation, we are able to make a significant generalization -- PEOPLE ARE AN IMPORTANT, VALUABLE AND EXPENSIVE PART OF ANY BUSINESS.

I know, most of you do not like to think of people in terms of cost. Considering human resources in such an impersonal manner is a turn-off to most people. We don't mind thinking of equipment in terms of dollars, but we should never place a dollar value on people. It sort of epitomizes the notion that the profits are the only things that corporations care about. But, I propose that most teachers would consider

themselves lucky if they were afforded the same care and attention that a piece of production equipment receives from Management.

Consider, if you will, the time and effort taken by industrial engineers to insure that a piece of equipment is installed properly. Traffic patterns, access to material, ventilation and so on are all taken into account, in order to maximize production. Compare that to the installation or orientation process afforded to most teachers.

Remember, without a proper start, no matter how good his teacher preparation program is, a beginner's enthusiasm and motivation will quickly turn into confusion and insecurity. So, instead of becoming a productive addition to the organization, many beginners become disruptive and a cause for concern for both Management and fellow teachers. About 30% of all turnover occurs within the first six months after being employed. Many more stay not knowing what's expected of them and thus become a weak link in the organization and compromise its' effectiveness.

If we start people off on the right foot, they get in step much sooner. Much of the excellent training a beginning teacher receives can be negated or enhanced by the manner in which they are socialized into the school system.

The well managed business in which I have worked, all have comprehensive orientation programs for both employees and equipment.

Most machines come equipped with dials and gauges which indicate if they are operating within safe ranges. The operator's job is to keep an eye on these dials and adjust the machine before it excels its limits and self-destructs.

Employees also send signals which give an indication of the person's condition unfortunately, those people who run our schools either don't see or don't pay attention to such signals. The result is many tired and apathetic teachers who are burned out and badly in need of help.

If there is an industry which comes close to the schools as far as scrutiny and criticism by the public, it is the utility industry. That is why, that in addition to a comprehensive orientation program another major component of our training programs at Met-Ed is directed to enhancing human relations skills. Programs such as

Transactional Analysis as a communication tool, Negotiation Skills, Listening Skills, Preventive Discipline and the Management of Stress are a necessity for any organization which has extensive interaction with employees or customers who represent a cross section of the public. It is for this reason that we conduct human relations training programs for supervisors, managers and customer contact personnel.

Similar comparisons to the use and care of machines could be made concerning the enhancement or add on capabilities for machines which would become obsolete, without modification, and to their maintenance and scheduling, but at this time they would be redundant. The point is our human resources are one of the most critical aspects of business and if they are not given proper attention the ultimate product and overall productivity will suffer.

Hopefully you will take the time to become aware of other specific successful programs being used in business and industry so that they will also be used where needed in education.[1]

As one of the most important resources in the operation of an enterprise, proper status and consideration should be given to Human Resources in the company's planning efforts. There are two main types of organization plans. They are the strategic or long range plans and the operational or short range plans. Each of these plans are models or exercises undertaken to establish a framework for decision making. In order for the company to be properly positioned, projections must be made concerning demographics, finances, facilities and politics. This must be done so that the organization can plan or react to threats and opportunities which may come about because of change. We are all aware that success is a moving target and planning is a key to success.

Human Resources needs must be meshed with the plans of these other areas. It must be emphasized that the people in an organization most often account for the difference between its success and failure. If the organization has the wrong people for the job or if people on the job work below their potential or fail to learn new skills as organization needs change, the organization is less likely to be effective in achieving its goals.[3]

What types of jobs will be needed to be done in the schools five years from now? What skills and knowledge will be needed to manage and staff these organizations? I feel sure that any organization which doesn't plan for its future isn't likely to have a pleasant one. Before we determine what types of programs to establish in order to meet these future needs, we must have a method of collecting information on the present levels of skills and talents of incumbents.

You are responsible for establishing standards for certification. How well are the present incumbents fulfilling their job requirements? Could you provide a Human Resources inventory of skills, talents, performance levels, potential and career stage needs of teachers in the areas that you influence? If you cannot, who can?

Of course, that question might be unfair. But it is the type of questions I must anticipate from our management. The source of such information is from our performance appraisal report. By analyzing our reports we are able to provide management wi[illegible] information regarding the skills, talents and levels of potential of our present employees. Although such material is imprecise, it does provide a basis for comparing present resources with organizational needs.

The performance appraisal system is one of the most potent tools which trainees have, but, it is not ours exclusively. When used correctly, it belongs to and is used by the whole organization.

The performance appraisal process serves many purposes. The most notable of which is that it serves as a basis for salary decisions. Thus, it is taken very seriously by both the supervisor and the employee.

Common sense, as well as psychological research, has impressed upon us the importance of reinforcing positive behavior. One of the best ways of reinforcing the labor force is establishing a system where pay is commensurate with performance. Thus, money can serve as a reward to modify or reinforce behavior. As such, the performance appraisal process serves as a powerful teaching tool.

The system also provides feedback to the employees regarding their job performance. These formal performance reviews, which are scheduled on a regular basis either quarterly or semi-annually, are critical to enhancing employee produc-

tivity. It is at this time that a review summarization of the employees' tasks and projects occurs. These conferences differ greatly in both method and outcome from what I have experienced in education. I can remember, while teaching at a small college, my father asking me about the college dean's reaction to a recently published article that I had written. I told him I really didn't know what his reaction was because he had not mentioned anything about it. But that wasn't unusual because the dean seldom offered comments good or bad. He then told me a story, as he often does to illustrate a point, it was about a boy in his neighborhood who never said a word until he was 17 years old. Then suddenly one day at breakfast he turned to his mother and said "My oatmeal is lumpy". His parents were amazed and overjoyed at the most pleasant surprise. After their excitement abated they asked him why he had not spoken before then. He said "there was no need to, because up until then everything was going ok".

Unfortunately too many schools and business practice this form of feedback. Consequently their effectiveness is severely compromised because of poor communication and only recognizing poor performance. Properly administered, the performance appraisal program will enhance rather than hamper communication.

It is because of such poor communication between supervisor and subordinate that we see so many companies becoming involved in programs such as Quality Circles, Teambuilding and Quality of worklife programs.

The goal of all these programs can be reduced to more employee involvement into the business. This is something schools must also consider, getting teachers and support staff to reasses their contribution. No need to bring in a consultant at big bucks to set up a new program when a proven method of involving employees in the free exchange of information and to obtaining a full awareness of each other responsibilities and difficulties is readily available. The method is an operational performance appraisal system.

The effects of the first two purposes of the performance appraisal is that we should have a more motivated workforce. Whether the motivation comes from the potential salary increase, or derived from the coaching provided by his/her supervisor it does help to establish a psychological set which conductive to performance improvement - the goal of training.

It also presents a very opportune time to discuss developmental activities which the organization sees as necessary or which the employee would like to pursue.

This is where we get back to the subject of training, for those who thought we might have left it.

For the reports of these conferences are routed to the employee development analysis. Our department can then use the ratings and comments to assist us in establishing a data base for determining skill training and individual development needs. In like manner we can also obtain information regarding the impact of recently completed programs.

The Human Resource Planning and Development Model and the Performance Appraisal Analysis are not the only means by which we determine Company training needs. We receive many requests from departments and functional areas for our services. Often we have supervisors come to us and say that they have training problems. They may indeed have a problem, but it is not usually a training problem, although training might be the solution to their problem.

In order to make a determination concerning a solution to any descrepancy between what is being done and what they expect to be done, we often refer to the model offered by Bob Mager and Peter Pipe in the book, "Analyzing Performance Problems". For those who are unfamiliar with this model, let me quickly review it for you.

By using a series of well arranged questions, we can assist departments with performance problems to determine action which should be taken. These questions are illustrated in this model:

1. What is the difference between what is being done and is supposed to be done?
2. Is it important? What would happen if the problem was left alone?
3. Is it a skill deficiency? Could they do it if their life depended on it?
4. Yes. Did they once know how to perform as desired?
5. Is the skill used often? Exactly how do they find out how well they are doing?

6. Is there a simpler solution?
7. Do they have the potential to do the job?
8. Is desired performance punishing?
9. Is nonperformance rewarding?
10. Does performing really matter?
11. Are there obstacles to performing?
12. Which solution is best?[2]

The solution to the problem then indicates what course of action will be pursued. This makes interventions worked out with the training department much more likely for success. First because it was done systematically and second because it was done collaboratively.

Few things are disturbing as wasting your valuable time in a course which has no real meaning. I am sure all of you who have taken courses for permanent certification just for the certification will agree.

The generalization I would like to make is that just as all productivity problems in industry are not problems for the training department, not all performance problems of today's teachers are certification or retraining problems. We must make sure we are effective before we concentrate on efficiency. In both of our businesses, doing the right thing is more important than doing things right.

If the employee cannot perform any better after being trained than before the training occurred, the name of training and education will be further maligned. And, the idea that training is a waste of time and money would be substantiated. For me and others in similar positions such a record would result in budgetary cutbacks and the eventual elimination of the department. So we plan and monitor our programs very closely.

I am very happy that I was invited to talk to you today. There are so many good things going on in each of our areas that it's a shame we don't spend more time sharing them with each other.

I have tried to confine my remarks to a few models which I feel have relevance and application to both the academic and industrial worlds.

Properly done, the retraining or updating of teachers' skills can have a positive impact on the future of education. But, the management and control of such development programs cannot be surrendered to outside interest. As we discussed, the development and deployment of human resources is one of the major tasks of management.

This is a job that all too many outside institutions and brokers are willing to take over for management.

Prior to coming to Met-Ed I spent most of my professional career in the training and retraining of teachers. I have very good feelings about the quality of the courses, workshops and programs I was associated with during those years. But I often wonder about the impact of those programs. Did they make a difference in the careers of those people who participated in them. Considering the difficulties teachers have in putting new programs into practice, most of the courses that I taught, probably have had little impact. This occurred in spite of their perceived high quality.

Today I feel that the training and development programs that I am currently associated with also are of high quality. But these programs also have high impact. Good examples of such programs are our inhouse supervisory and management development programs. Instructors and speakers are primarily recruited inhouse and include people from personnel and training as well as the president of the company. These programs are specifically designed for our company. They are relevant to our policies, procedures, personnel and are very job related. Formal and casual feedback on these programs has been unusually high.

The benefits of inhouse programs are available to schools as easily as they are to industry. These benefits are:

1. Programs can be tailored to the school and the job.
2. The organization impact is pervasive.
3. The programs are cost effective.
4. The programs can provide senior management participation.
5. Organizational problems can be identified.
6. Organizational unity is solidified.
7. Employee morale is boosted.[4]

Hopefully you can come up with some strategy which will once again place the responsibility and the desire to upgrade faculty back where it belongs.

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PERSPECTIVES ON INNOVATIVE DELIVERY SYSTEMS TO MEET SCHOOL STAFFING NEEDS

Lillian Cady
Emily Owens
Edward Aquilone
Bea Rufer
William Easton
Richard Allen
David Imig

Introduction

The following description is an edited audio-tape recording of a symposium presented at the Annual Meeting of NASDTEC in Williamsburg, Virginia in June 1981.

Lillian Cady: I will at this point introduce the members of the panel and just mention briefly a little bit about them. We will then proceed in this manner. Each will present some comments for your information; an opportunity then for some questions on the part of panelists to each other, and then allow time for the audience to raise some questions. We will permit ten minutes or so for a presentation by each panelist, then give a chance for some exchange and at that time, go to the next panelist.

As you know the topic for this particular panel is "Perspectives on Innovative Delivery Systems to Meet School Staffing Needs." During this morning's session we heard some of these needs identified. They range from the fact that some of our districts have too many people to the fact that some have too few. They range from the fact that some of us are employing individuals who are not fully certificated to the fact that some of us require five or six years of preparation before people even commence practice.

We have the whole issue of recruiting needs, continuing education, quality control, control of assignments, and so on that emanate both from our changing population in districts as well as new and emerging needs in the schools. I believe our panelists will be addressing these issues. I would like to introduce Dr. Emily Owens from the State of South Carolina and one of NASDTEC's members. She is currently, the director of teacher education and certification in South Carolina. She has been

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with the state agency for the past ten years in various roles, and prior to that time, was a secondary teacher and involved in a variety of other kinds of activities, including some teacher education. We have all benefited greatly during the time Emily has been involved in NASDTEC and we appreciate her contributions.

Emily Owens: In looking at the topic, "Perspectives on Innovative Delivery Systems to Meet School Staffing Needs from a State Agency Prospective" I recognize that my comments are certainly limited to one person's perspective from one state agency. I know that each one of you will also take away, perhaps, some revised ideas of your perspective, but I may be at a greater disadvantage than perhaps some of the others who are speaking from a more specialized perspective. As I talk, I will give my comments to the general thrust of the topic and try to cover several specific activities in which most of us are involved from the perspective of state director of teacher education. Before I begin addressing myself to these comments though, I would like to acknowledge and commend Wayland Jones and Charlie Mackey for applying the philosophy of being innovative in planning this program. You certainly have been innovative in taking these limited hours and giving us some freedom and flexibility and we thank you for your innovation in planning our schedule and our program.

Today, you have already heard many of the problems described that are facing local and state administrators in trying to meet the needs of staffing the schools for the decade of the 80's and 90's. Some solutions have been suggested. But these solutions will have different applications because of the different educational, economic, and political bases in our various states. Someone, probably some dog-tired teacher at the end of the day in a teacher's lounge, will say that education is a rat race and our challenge is to learn to love rat racing. Perhps we can turn the challenge of school staffing into a different race rather than the rat race. One of the most exasperating problems in our current race is the problem of getting and keeping the right kind of staff and the right number of staff to match our constantly changing educational needs. One especially frustrating aspect of the problem is that a successful delivery system in one place and time does not always translate so easily into another. While we do come together with common problems as directors of teacher education and certification, we will not be able to take back the same solutions to these common problems. In South Carolina, I am sure that the situation we face is not unlike that faced by many of you across the nation. Most of our district superintendents, as of this date, would sell their grandmothers for five good mathe-

matics teachers. We have operated some schools this year where no certified mathematics teacher with any kind of temporary or provisional permit was available during the entire year. In other areas, we have had a surplus. We would not dare, however, ask the colleges why they are not keeping abreast of the market; they're still recovering from terrific budget cuts, retrenching and dire predictions of a decreasing student enrollment. They have their own problems and are attempting to address the problem, also, of the school staffing needs for the coming years. But, actually, within the teacher credential area we have some other alligator snapping; some other critical problems that have prevented us from even settling down and working cooperatively on a long-range basis with teacher educators. Right now, I'm in something of a quandry to read the predictions of an impending teacher shortage by 1985, at a time when our own state legislature has mandated and implemented a much tougher system for admitting, training, evaluating, and employing teachers then at any time during this century. I realize I was not asked to speak to you about South Carolina's certification system, but, the topic, "...Meeting School Staff Needs" is one that will cause us to be cognitive of the role of state legislatures across the country.

In 1979 our legislature enacted a public educator law that has some very stringent requirements. It was to go into effect in July 1981. As progress on test development occurred and as the school staffing patterns were studied in our state and the shortages realized, and I must say that as we also looked at the track record of our neighboring state of Georgia that is a little ahead of us in implementing a similar system, the legislature then postponed its effective date until July 1982. Within one year from now, education in our state will require that graduates meet the following minimum preparation requirements just to be considered minimually qualified to apply for a certificate in South Carolina.

First, colleges and university students who want to become teachers will in their freshman or sophomore year take a Basic Skills Examination. If they fail it, we must tell them in very clear language <u>why</u> they failed it. We have to tell their college <u>why</u> the individual failed it, and then we must work with the colleges to provide technical assistance to the college for remediation. We are working now to install a sophisticated computer tracking record; because the law further says that if these freshmen/sophomores take it a second time and do not pass it, the remediation system must be effecuated again. They may take it a third time and if they do not pass on the third try, they will never be eligible for admission into a teacher education program in our state.

I thought during the luncheon of Dr. Davis' wit about the higher education institutions and if you don't know much about South Carolina's higher education programs, let me tell you that Ohio does. I'm sure that Woody Hayes remembers Clemson very well. But, there is the University of South Carolina in Columbia and most people talk about the other University, that being Clemson University. We had a pilot testing of the basic skills examination last spring and I remember well the headlines in the newspaper reporting that between 30-35% failed the Basic Skills Examination. So, maybe, our neighboring states won't have the same decrease in teacher education programs as they will be getting some students from us and we'll have a complete wipe-out of new admissions.

I want to relate to you one incident that occurred at Clemson University, and I hope you know something of Clemson's background. There were two students taking the Basic Skills Examination on a Saturday. Later you will hear from Dick Allen who is with National Evaluation Systems; but we were piloting the examination and Dick was there, overseeing how things were going on Saturday. He noticed that one male student was just exasperated and could not get any of the blanks completed. The basic skills examination does deal with writing, reading, and mathematics. Dick wanted to employ his philosophy of encouraging a student to meet with some success and thought maybe he could get him to pass this emotional blockage and help him. So Dick gave him another sheet of paper and there was only one question on it. And he thought he'd get him started and he could go from there. It simply said, "Ole MacDonald had a _ _ _ _." The student leaned across the aisle and said, "How do you spell farm?" And the other student said, "Oh, you know, E-I-E-I-O." And the student said, "Nope, that's five letters and I only have four blanks." He failed the language part but did pass the math part. So, hopefully, if the student fails one part, he'll make it up on the other. I must tell you that Dick is working in our state with the teaching area examination, not with the basic skills. That aspect is being contracted with someone else.

First of all, the students must take the Basic Skills Examination to be admitted to a teacher education program. Staffing is going to become more of a problem particularly for certification officers as these problems become real experiences with many of our college students in three or four years.

Second, during their junior/senior year, after being admitted, the student must do student teaching for a full semester. I have a meeting scheduled all day on the

Monday when I get back. We had a definition of full semester. Anybody can look in Webster's dictionary. But do you know that a full semester means something different on the 29 campuses across our state. So, we are attempting to get a definition. We had arrived at a definition of 60 full school days as a minimum. Then we found that Furman University, perhaps the University with the highest academic reputation in our state, only has 58 days in their longest term. So 60 is not going to work. And we are going to try again on Monday to define what is meant by a full semester.

After they have been in student teaching for a full semester, the student will be evaluated three times using a state-developed instrument by a supervisor who has had reliability training. So our legislature, in their wisdom, built in many safeguards to assure not only every opportunity for due process, but every opportunity for objectivity and reliability in the evaluation phase.

Third, individuals having met with success at this point must take a National Teachers Examination in their particular area or the newly developed South Carolina Area Teaching Examination and make a designated minimum passing score. Our out-of-state candidates must also submit the minimum designated score for the National Teachers Exam or for the South Carolina Teaching Examination.

Fourth, they must graduate from an approved program and of course, we are defining approved program as one based upon NASDTEC's standards, NCATE or NASDTEC for out of state applicants. At this point, upon graduation and having met the minimum score, we have someone who is just eligible to apply for a teaching credential.

Fifth, based on this new law, during this first year for those who are able to find employment, there will be another phase of three evaluations by a local administrator using a state-developed instrument and who has had reliability training.

Sixth, this same process will occur twice during the second year, and then periodically for all future employment. Incidentally, if the new teacher does not pass an evaluation, the school district is required by law to provide staff development.

As we look at the demographic data that is available to us and to this pattern of legislative requirements for staffing, I can only project that South Carolina and our

neighboring states and our fellow NASDTEC members across the country will have more problems in having a supply of teachers than we have had during the past decades. A system similar to this, I know, exists with many of you already and teacher shortages are already imminent. We have heard some specifics this morning about the areas. I had a dean at one of our largest institutions tell me recently that teacher recruiters were on his campus in larger numbers this year than in any year since the 1960s and he added that the recruiters were interested in qualitative criteria for the first time since he had been at this university. They were asking about NTE scores and grades. I would like to modify the slogan from, "Yankee go home", and say to Florida and Georgia and the other southern states, "Y'all please go home and leave our graduates alone."

Although South Carolina is a relatively small state with some unique problems, I suspect that the bottom line for education for all of us is to train, to retrain those existing teachers, young or old, good or bad, hard working or lazy, burned or just burned out. They're all facing the same twenty little angels or monsters every day in the classrooms. Education is indeed an aging profession, that we heard again this morning. There are fewer new teachers, more older ones. There are more graduate courses being taught in education today than undergraduate. There are more teachers with graduate degrees than with undergraduate. I was surprised to hear the percentages that several of you state directors were quoting today about the percentage. But in most states, apparently more than 50% of the teachers do hold graduate degrees. Again, another observation is that it will be more difficult to challenge the teachers to retrain, to be certified in an additional area where the need may exist in a particular school, if they already hold a graduate degree rather than holding that as an incentive to them to earn a graduate degree as schools and school districts are retrenching.

Let me take the remaining minutes to speak to some of the things that may be happening in maintaining a current staff. Like probably the majority of other states, state board policy had required teachers to earn six semester hours every five years. They could take almost any graduate course or any undergraduate course in their area and be recertified. That same law, that I spoke about earlier, is bold enough to require that courses "be relevant" to their area of certification. In the future, and I don't know where the English teacher will come from, I'm sure there will be an irate English teacher within two years pounding on the door wanting to know why that computer

science course she completed was not relevant to the area of English certification. But as of now, the law says that it will be in the area of their initial certification and relevant to the area of initial certification.

With laws and mandates, such as I just described, the opportune time for leadership from certification officers may have been yesterday. Being innovative in school staffing and being innovative in the administration of a state certification system in the decade of the 80's is a challenge calling for imagination, experience, and persistence. Perhaps our NASDTEC organization, in the coming years, could help to meet a staff development need of us by focusing on the roles that we could play or on ways that we could be imaginative -- if we don't have our own ideas, as alluded to this morning.

I'm looking at my time, Lillian, to see if I can end with one other comment. There is an analogy of hunting and fishing that I would like to leave with you in skipping over the points that might lead to it. Let me mention, South Carolina does have a staff development plan that is developed by local school districts. We have taken the concept of self-renewal of professional development to the school or to the district level. Our state board has attempted to define criteria that are acceptable for local school districts to develop and submit staff development plans. I have been in the office for a year and if there is any one area that I have been completely frustrated and unable to bring to closure, it is in the area of these criteria for staff development plans. Just when I thought we had consensus among representatives of higher education, the local school districts who would be administering them, and the other offices in our state department, I found that the chairman of our senate education committee had a copy of it and we were very soon back to ground zero. It has been impossible, at this point, to get a starting point on areas of agreement among representatives from these groups on how school districts can provide their own staff development. We do have them operating in almost half of our school districts and they have been approved on an individual basis. So, perhaps we are making some progress in that area. But we have not been able to come to an agreement among those leaders in staff development that there is a need to be able to at least cooperate and talk with one another. For the future, it seems to me that we will have to do more hunting and less fishing. If I could indulge in that analogy just a minute, it seems that the difference between hunting and fishing applies here. When one hunts, he goes out with a particular game in mind--duck hunting, fox hunting, and for those of you

who might be uninitiated, snipe hunting. The point is, we do not devert our attention from one particular target. Fishing is quite different. We may have a general idea of what we'd like, but in reality, we yank at anything that happens to drift along and nibble at what we have to offer. Colleges won't be able much longer to throw out the same list of summer courses and expect a good catch of teachers. Teachers now have other streams to follow for staff development, for renewal, and will be doing so increasingly.

In leaving the thought of teaching as an aging profession, I was somewhat concerned about how we do retrench and retread the aging teachers who are in the field. I remember there is a difference between an aging teacher and an old teacher and I would like to leave you with the definition I like best of all which is this: "a women is not old until she is charmless and there is none; and a man is not old until he is harmless and there is none." So, we will never have old teachers in our profession.

Ed Aquilone: When Charlie Mackey asked me if I would come this evening, I was concerned about what I could add to what had been said here today and what I could offer. And I thought I might tell you some of the dilemmas we are facing in New York City which might be relative to the situations you are experiencing.

New York City doesn't certify teachers as you do. We have certain requirements that the state requires of our teachers. They must have certain content requirements in math, science, and soforth; certain education requirements. But, our teachers are licensed. They are licensed through the New York City Board of Examiners. New York State Education Law mandates that any municipality having a population of over one million people must have a licensing agency. We and the City of Buffalo have such an agency. There are five members on our Board of Examiners, with life-time appointments, that come through the Civil Service System, except for one, who is Chancellor of the school system. He or his representative, sits on the Board of Examiners. Traditionally, it has always been the executive director of personnel who sits in his place. It is an assembly body that makes all the teacher licensure rules and regulations governing the city schools so long as they are in keeping with State regulations. Up until 1969, that was the only way a person could be licensed to teach in New York City. In 1969, as some of you may recall, New York became decentralized. The State legislature divided New York City into 32 Community School Districts. Each District has an elected Board of Education of nine members. They

employ a superintendent for a one, two, or three year contractual period. The superintendent selects the principals, the Board grants tenure, probation, and soforth.

When decentralization came about, the Community School Boards wanted the right to select teachers. The unions did not want that to happen. They were fearful. The union people, who had city-wide seniority, didn't want to give that up. The union members went on strike, which some of you may recall, for about three months until it was all finally ironed out. Our resolution, I should say, a compromise was achieved whereby the Board of Examiners and their procedures would be retained, but schools in those districts that scored below the 45th percentile on a City-wide reading test given every year, could appoint teachers on the basis of scores achieved on the National Teacher Examination. These are the two licensing systems that we had and still have.

I thought it was important that I also tell you a little bit about the districts. We have 32 of them, and they were originally devised not by geographic boundary but by population. Twenty-five thousand students to a district. So if you add the figures up it comes out to roughly 800,000. We had, back in 1969, about 1,300,000 students. In 1975 we had about 1,100,000. Presently, we have 950,000. So we are loosing quite a bit of population. The school system has a Chancellor and he oversees all the Community School Districts. But, technically, he has no authority in them. He also serves as the superintendent for the high schools because the high schools are not decentralized. He is the person who selects the principals for the high schools, he recommends denial or granting of tenure. He is also the superintendent of all special education programs and schools. That is a centralized function.

In 1975 we had a fiscal crisis in New York City. You probably read and heard about it. We had all services cut. Everything from police and firemen to sanitation workers. But education was most severely cut. I would just like to tell you what we lost. In 1975 we lost 7,326 appointed teachers. In addition to that number, we lost 6,000 substitutes. In total, 13,326 people were given pink slips. Fortunately, close to 1,400 of them became recertified in other areas, especially mathematics, science, and English on the secondary level.

While we were laying off all these people, we were hiring 1,200 bilingual teachers. The District was faced with the Aspira Consent decree that we hire bilingual teachers. I can tell you, that caused some difficulties morale-wise.

One year later, 1976-77, we layed off an additional 8,866. Another 1,890 became recertified again, in the three specific areas noted earlier. Again, we added another 1,000 bilingual teachers. So, overall, we layed off in those two years 11,680 regularly appointed teachers and 6,000 substitutes. When a person was layed off, he was put on a perferred list. You could not hire a new person until that person or those persons on perferred lists were given the opportunity to return. Well, we started to call them back. Many had obtained jobs in industry or whatever and they just felt that this new career was going to be their vocation from now on. Others, just as soon as they came back, said to us, "look, if I come back now, what's going to happen next September. Am I going to get layed off again?" And the problem was one we couldn't answer. We couldn't give them a simple yes or no. We simply didn't know. So those people stayed on preferred lists. We called them once; we called them twice; the third time we took their name off the list. It is a very slow process, three to four years to exhaust lists.

Between the 1979-1980 school year and September of this school year, we found that we had truly started to exhaust the list. I should also tell you that in 1980, a very interesting thing happened. We didn't have such a bad financial situation. We got pretty much the money we needed to run the school system. In fact, we found that New York City short-changed the Board of Education about $24,000,000 and the Board took the City to court. We won! In February they granted us this $24,000,000. Now, what do we do with twenty four million dollars in February? Well, what we did was to put a lot into school construction. Not only school construction, but, school repair. But a good amount of money went to personnel. So, we gave the high schools money for personnel, we gave the elementary schools money for personnel, the problem was we couldn't recruit teachers to utilize the funds. In the high schools, along about February 1, we had 350 teaching vacancies. That turns out to be 1,750 classes. We couldn't fill the positions which were in all teaching areas. So, we had a problem. We had a problem of where we were going to get these teachers. So, what we did was to go to the colleges and explain to them that we had this severe shortage and that we had to turn the situation around. We sought their assistance by ensuring they and their students that New York City was a place where there were in fact jobs, and that it was a safe place to work. Part of the problem we have is that our press in New York City doesn't treat us fairly. I mean, surely, what they say very often is true. We do have some violence in the schools. I'm not going to deny that.

City College is a main or was a main source of teachers for the New York City School System. One can talk about mathematics teachers. This year, the College has six math majors. They always had supplied us with 100-150 teachers in this teaching field. This year they had six. Most of the colleges are in a similar situation. When we had a fiscal crisis, the colleges had a fiscal crisis. When they saw that we laid off 16,000 teachers, they cut their education departments. Consequently, they weren't putting out teachers. The only teachers they graduated, of course, they sent to suburban areas. But we were getting none. To compound the problem that I and members of my staff had in making sure that we have sufficient numbers of teachers for September, the Chancellor put out a new program. You may have heard about it. It is called "promotional gates". He has been very concerned that over the years, students in elementary schools and in some of the intermediate and junior high schools were being moved on "social" promotions. He has mandated that once a youngster gets to grade 4, if he/she is not able to perform satisfactorily, that child must, by mandate, be held back. Before returning in September the child may go to summer school. If he is not brought up to expected levels after summer school, he must be held over and placed in the class with no more than 20 children. He/she must be given additional remedial work, extra books, a whole series of things. Now what that has meant for the Division of Personnel is that we would have to provide approximately 2,000 more teachers. So, here we had a situation where we didn't have sufficient teachers to begin with. Now we have a situation where we had to add 2,000 to an existing deficiency. Naturally we did not know what to do about it. So, we had any number of meetings and we talked with any number of people, and we came up with a few ideas. We went to the colleges and said, if we could get money from our Board of Education, could you provide training and course work in educational courses for people who had no intention of coming into teaching but who meet all the academic requirements the State mandates for English, or math, and soforth. And they said, yes. We'll do it in July and August. So I went back to the Board and said, "look the colleges are willing to do this." "I'm going to need a certain number of dollars." They said, "look we don't know how much money we're going to have next year." "We have an accrual of money right now." "You saw we got twenty four million dollars." I said, "how can I have them accrue twelve education credits between May and June 30." I said, "who can I go to; who can help me?" Of course I thought of Charlie Mackey. I said, "Dr. Mackey, is it possible that New York City can get a waiver whereby rather than a newly employed teacher having twelve education credits, can they have six?" I explained the situation to him. After they complete the six between now and June 30, we'll require that they

take the additional six during the course of next year. He was gracious enough to grant us that waiver. We went back to the Board. We got half a million dollars. We contacted twenty-two of the colleges in New York City and eleven agreed to help us. The District provides six educational credits for approximately seven hundred students, which we pay for at a rate of $75 a credit. Cash per credit was another hurdle we had to face. New York University and Columbia University, which are private institutions and who are party to the program wanted to charge somewhere between $125-$150 per credit. We told them we'd do it for $75. They agreed to do it for a few reasons. One, I think they realized that they had an obligation; two, they wanted to get their education departments going again, and I believe they thought that if these people stayed in teaching, they would be going on for their master's degree. So, we will be finishing this ITTP (Intensive Teacher Training Program) Friday at eleven colleges. Charlie was very helpful. In fact, let me just tell you a little story.

I had seen his name so often, but I didn't know him. My assistant Marie, however, knows Charlie very well. I said to her, "Do you think he will give us the waiver?" She said, "Oh yeah, in fact he's coming down next week." I said, "Look, let's take him to the best restaurant." I said, "What's the best restaurant?" She said "Gage and Tollner." I said, "Get him down here, we'll take him to Gage and Tollner." So he came down and we took him to that restaurant and did it right. During lunch I asked him the question and he said, "Yes." I felt terrific. That's when he said to me, "By the way, what are you doing June 23?" That explains why I'm here.

We got the colleges to go along with the plan. But before we actually got into the ITT program, which we call intensive teacher training program, we had to get the word out to the public. What we decided to do was to hold seven recruitment sites in high schools throughout the city, two in the Borough of Manhattan, four in the other Boroughs, and a special recruitment center for trade and technical teachers.

The first center we purposely placed in lower Manhattan near Wall Street. If you know the area, there are millions of people walking through there every day. We advertised in the New York Times, the Daily News and the New York Post. We published to all schools. I was convinced that on the first day we were going to have a thousand people come through. Two hundred came through. Murray Bergtraum High School, which is a beautiful building, is right underneath the Brooklyn bridge. I was going to go up and jump off. I was convinced that we had goofed. The second center,

up in midtown Manhattan, had twelve hundred people come through. In total approximately 3500 people came through those seven centers. I am happy to say many of them had credentials to teach and just didn't know there were jobs around. At a community district superintendents meeting, I was talking about the pending teacher shortage. The superintendents were giving all the reasons why we didn't have teachers. Violence in our schools, low salary, etc., etc., etc. One of the professors in a local university said, "Hey, wait a minute." "Let me tell you something." "One of the reasons why you don't have teachers is that the kids just don't know there are jobs there." "You get the word out to them, you'll see they'll be there." And sure enough, thirty-five hundred came through. When these thirty-five hundred people came through, we brought them into an auditorium where they were given an overview of teaching in the City. They then went to a classroom where they indicated their teaching preference, e.g., mathematics, science. They registered there. We found that 885 of them already had the requirements for what we call a temporary perdiem certificate. That's an emergency certificate. We signed them up right on the spot. In addition, each was fingerprinted. They were all set to go into classrooms. We wasted no time. We found that another 400 were already eligible for appointment through the National Teachers Exam. We referred these people to the specific districts eligible to employ teachers through that process. Remember, employment has to be done by the districts. The districts then submitted to central office a total of 2,000 applications. Of the 2,000 applications, we found some duplicates. Fifteen hundred is the exact number. So we had 885 per-diem certificate holders; and then we had another fifteen hundred which were recommended for the National Teachers Examination. In addition to that, we recommended the eleven colleges in the ITT program over three hundred people who came through that recruitment center. I am happy to say that in addition to our efforts, New York University, Teachers College of Columbia University, Fordham University and Brooklyn College each placed their own ads in the New York Times. There are over six hundred people presently in the ITT, which ends this Friday. On July 15 we are going to give them some preparation for the licensing test. Shortly thereafter they will take the test and hopefully everything will be set and they will be ready to teach in September. A couple of statistics I think you will find interesting: In the ITT program we have qualified 30 math teachers, 90 science teachers, 45 secretarial studies teachers, 120 English teachers, 145 social studies teachers and approximately 200 special education teachers. By the way, in special education in New York City, we now have approximately 300 openings and by September we anticipate that number to be close to 1,000. We have had one examination for

teachers of the emotionally handicapped that produced a list of some 4,000 names. Many of these people are already working for us. That's part of our problem. I did also want to talk for just one more minute, if I may, on teacher recruitment for teachers of trade and technical subjects.

In New York City the shortage is absolutely critical. Most of the people in the trade and tech area come into teaching at the age of thirty-five or forty. Currently the average age of new recruits is close to fifty. In four or five years we are going to have a very serious problem. What are we offering these people? To mention a few things: We're having an ITT program for them in September. We are employing them during the summer, giving them some professional course work, and putting them to work one half-day in September. They will teach all periods from 9:00 a.m. to 12 noon. They will have lunch and then go on to either City University or New York University and take their courses, which the City will finance, so that by the end of the year they will have enough courses to qualify for regular appointment. They will also qualify for differentials. For our people, if they have had five years of trade experience, they may take the examination. After three years of teaching they will be on step 4-A of the salary schedule which is $14,000. By completing these credits they go on to their second differential, which is another five hundred dollars. At that point they also qualify for an additional $1,900 as a result of teaching experience. Each of these things has a domino affect. The City is hopeful that in our negotiation with the United Federation of Teachers on a new contract we can reverse some of these procedures and bring these teachers in at a higher level. Rather than having to wait for the second differential, we anticipate giving the second differential on the basis of trade experience. That will bring them in at about $16,700. When they complete their final 32 semester hours for their promotional increment, which is another nineteen hundred dollars, they will also qualify for their permanent appointment.

Lillian Cady: Two individuals from Greece, New York, Bea Ruffer, who is President of the Teachers Association in Greece, and the Attorney for the School District, Mr. William Easton. We are pleased to have you with us. This District has developed a staff development program, a cooperative effort, and these individuals are going to tell us more about that (Appendix A).

William Easton: I am the Attorney for the Board and I rarely stand this close to Bea because we have been negotiating, in an adversary relationship in upstate New

York, for at least ten years. We take turns cutting each others' throat, and paying for it later on. We do take you, however, to an entirely different world from the one you just heard about in New York City. In order to understand the problems that we have in our district, it's necessary to have some factual background. Bea and I have agreed to share this information on an informal basis. There will be no hard feelings if she interrupts me at some particular time when there are some things she knows it's her job to do, and in some instances when I know it is my job to do. I will start off by trying to acquaint you with the setting in order to help you understand the programs I hope you have before you on the two or three mimeographed pages. (Appendix A)

Greece is a suburb of Rochester, New York. The school district has a population of about 65,000 people. There are about 12,000 public school pupils.

Bea Rufer: There are about 740 teachers. We call them unit members because it encompases psychologists, speech, remedial language people, and other such support personnel. So, they are called unit members, and you will find in the information sheet that they are referred to as unit members. We also have within the district another 700 other employees.

William Easton: We have 700 employees with whom I have to bargain tomorrow afternoon, so we will be leaving tomorrow morning. In addition to that I think it would be useful for you to know our school budget is about $48 million. The tax rate this coming year is $156. per thousand. That doesn't mean much except last year it was $136. per thousand, and the year before it was $121. per thousand. So what it does mean is that the tax rate is going up very fast. Bea, please speak a little bit about the student population?

Bea Rufer: The student population is in a K-12 organization and it includes all the normal and special education kinds of services. We transport about 85% of our students. The town encompases about a 50 square mile radius. As a result there is a lot of transporting of kids to the 18 different buildings. Two of those are senior highs, actually three of them are senior highs since one is a combination junior/senior high, one large junior high building and 13 elementary schools.

William Easton: The district is governed by a nine-member board. The stability of the student population is not too bad. We have gone from about 13,000 students in

1976 to about 12,000 now. We do face, as you can see, some problems that are commonly associated with declining enrollments. But, it's a rather modest decline. We are larger in area than the city of Rochester. Obviously, not larger in population and so it is a large district from a geographic standpoint. The Board has been negotiating with the teachers association since the Taylor Law, so called, was passed in 1967. We have never had a strike with any of our bargaining units. We have always managed to, at the last moment sometimes, reach agreement. We have gone all through the Taylor process.

Bea Rufer: Breakdown the fact-finding process, Bill.

William Easton: We don't want to say that everything has been friendly. But, we have avoided an actual strike. The contract under which we are working is a three-year contract. We are about to terminate the first year of that three-year contract. We have had relative peace during the contractual period except that we do have staggered items in the contract. Not every provision in the contract terminates at the end of the three years. So, we do have some staggering. But, the economic package and most of the language has stability for the next two years.

Bea Rufer: We have had multi-year contracts starting, I believe, with the first in 1972. I think we had the first two-year contract in the State of New York. Since that time we have moved to three-year contracts. The current one is our third three-year contract.

William Easton: I suppose it would now be good to get on to the problem, although I don't think you can understand our problems if you don't know something about the background. We have, as a basis for the problem in the last negotiating session, had a series of factors which we thought were going to be very serious. There was a large political move for job security on the part of the teachers. Having listened to the previous speaker, I think we can all understand why teachers want a little feeling of security in that area. Bea, would you elaborate on some of the other factors that you feel are problems in negotiating?

Bea Rufer: There are two things that are really critical for any association or union, whichever term you choose, at a table. Number one is the amount of dollars that goes into a teacher's pocket. Secondly, is the fact that they have a job from

which they are able to gain that amount of dollars. We also had some really creative kinds of ideas, we felt like flying, on ways that we could expand or change ways of teaching for kids. That is part of what lead us into the professional education clause. One of the things we find critical with the declining enrollments is that as enrollment declines, your program for students narrows. For example, you may have only one English teacher instead of having two English teachers. Strangely enough, the teachers association felt it critical to find a way to maintain a broad program for kids so that we could continue to offer maybe five or six different kinds of English courses or different kinds of math courses. We didn't want to find ourselves back to offering only reading, writing, and arithmetic. Because, as you excess teachers you also have to curtail some programs. As a result, we are dealing with that problem.

William Easton: Well, recognizing that this was a problem for the union, the district was quite willing to do something about it if they could. We made as good a study as we could in that area. We determined that although we faced declining enrollment for the next three years, normal attrition of staff would probably just be a null factor even with the declining enrollment. That requires me to explain to you that we have been working under what we call a ratio-type contract. We do not have class sizes, we do not address that problem. But, for instance, in the secondary schools, we have a contract provision that says we will staff the school with one teacher for every 19 students. That does not mean that you have classes of 19. We have some classes as low as five and we have some classes of 35. But the school staff is on that ratio. That is a guaranteed kind of job security provision for the teachers.

Bea Rufer: We exclude from that 19 to 1 ratio support staff like school counselors. They're not included within that 19 to 1. Thus, the ratio is basically for classroom teaching positions.

William Easton: There was some day-light as far as the district was concerned in accommodating the teachers in their desire for job protection provided that the Board could obtain some flexibility. One of the problems is that we have a mix-matching of the law with respect to lay-offs, and the certification areas. We of course, I think is common, have to lay off in reverse order of seniority. Not only does the statute require that, but also our contract requires that we do that. But, we have a broader certification problem. The area of certification, such as industrial arts, may require us to lay someone off in an area where we still need that skill.

Bea Rufer: I think that probably the primary example in the certification problem and the seniority problem and the easiest one to use as an illustration is the foreign language area. In the State of New York you are certified in a specific foreign language, but the tenure area is foreign language. Your college concentration might be in French, but you could be put in the classroom to teach Italian except you don't know any Italian. So, we ran into situations whereby we had a teacher who taught Italian as a language but was low person on the totem pole. So, they got laid off and we were left with the French teacher to teach Italian class. That was one problem.

Another problem we confronted was within the area of math teachers. Those marvelous persons that are so valuable. The majority of our teaching staff is in the age range of 35 to 50, aging staff I think they are called. I fall into that range but I don't like the terminology. We have a lot of math teachers who do not have a background in computers whatsoever. That is not currently a certification area, but we still need people trained in this area. Similarly, we also need industrial arts teachers trained in electronics, or in woods since there is but one blanket certification for that area.

William Easton: I think science is another similar area. If you have tenure in science it is not reasonable to expect the certified teacher of a specific science to be able to teach physics or chemistry or biology or astronomy or any of those courses. The example of the Italian teacher is not hypothetical, though. We did have a teacher of Italian who was low in seniority and had to let that teacher go, except we had nobody who could teach Italian. So, we immediately had to hire her back because she was first on the preferred list.

Bea Rufer: It was either that, or do away with the Italian program.

William Easton: Or cut the course totally. Even in the best of worlds, with our ratio problem, we had to have so many teachers to honor that provision of the contract. But, in the best of worlds, you can see we would end up, in spite of what we might do, with more teachers. We have labeled them from time to time as the teaching pool or the unassigned teachers. There have been various names for these kinds of teachers.

Bea Rufer: Some of them not nice, too.

William Easton: If the so-called extra teachers or the teachers above ratio could somehow be of more use to the district, it would be practically cost-free for us to agree to the job security clause. That became the problem for us to solve. One way to solve that kind of problem was to take a teacher, who might be certified in foreign language but in point of fact could only teach French, and send that teacher back to school to obtain the equivalent of certification in another language. We would, then, not have to hire another teacher and you could use one of the teachers who had to be kept on staff anyway to perform the job that had to be done. That was the germ of the thought that lead ultimately to an agreement to initiate what we call the professional education program. If everything is correct on the first page of your handout, the professional education program is outlined there. In short, we agreed to send teachers back to college for up to one semester, keep them on full salary, pay for their tuition, books, supplies, and everything so that they could obtain the equivalent of certification in another area or obtain a new skill such as computer math, or in the industrial arts area, to obtain sufficient skills to teach electronics or woods.

Bea Rufer: We also have teachers in the classroom who are this year teaching fourth grade but who possess certification in math or some other critical need area. We wanted to be able to put these people into refresher courses so that their preparation could be updated and then bring them back into classrooms as a teacher of those subjects. Or if one was an elementary teacher and had certification in English, the preparation could be updated and the person brought into a new teaching situation.

William Easton: Now, on a mini scale, we have problems in special education similar to those in New York City. Some of our elementary teachers were able to benefit because they had minimum preparation and with a semester of specific training they could qualify to come back and teach in the special education field.

Bea Rufer: It's also critical to comment that these teachers, while they are out for that semester at the district's expense and drawing full salaries, still work in the district for a period of time during the day. Or it might be, depending on the schedule, they might work one full day, like a Friday, and the rest of the four days they spend in class. They come back and do tutorial work or curriculum development. They may come back and if things are really tight, substitute for the day for a teacher. But they never give up working for the district, at least on a part-time basis.

William Easton: You might ask what is the means by which this is accomplished for the teacher. How do you keep control? First of all, we rely on the colleges. The teacher makes application to a college and we rely on the college to bring that teacher up to sufficient skill level. Secondly, we make a contract with the teacher. The district has specifications and has areas identified in which they want teachers to acquire skills. They require an analysis of each department and an analysis of the age of the teachers and where, in the future, the District will be lacking skills and where the District can benefit by having persons with dual skills. In the final analysis, the teacher really made the District an offer. The offer included, and this is where I am, within one semester of being able to do something else, I'm willing to do it; I'm willing to go away and obtain alternative skills and knowledge. When I come back, I'm willing to do something else. When these other teachers come back they may have to go immediately to the area in which each received the training, or to some area for which the school system would want them. That would all be worked out in advance. They might come back and undertake some curriculum assignments for instance. If you were in training the first semester, the District mightn't want you to interrupt a class by being reassigned there during the second semester.

Bea Rufer: We have been done-in putting this thing into effect. The superintendent and I sit down some six months before a new semester starts, and say, ok, in going through your records what do you see your staff need in particular certification areas. I also then give him my feed-in from talking to teachers and finding out what is going on in the district. After that, we have drawn up lists of the kinds of things we will fund for each semester, e.g., taking a foreign language teacher and fund them to gain certification in another language. We've taken industrial arts people and sent them for specific training in a specialized area of industrial arts. We have taken regular elementary classroom people and sent them out to get special education certification. We have also taken English teachers and added reading certification, or taken reading teachers and added English certification. There has been a variety of different areas in which we have identified needs.

William Easton: I think this program has to be viewed against the provisions that one sees on the second page of the handout. The district has an on-going inservice program which it has had for some time. However, a professional development program was also initiated whereby the district received what we regard as substantial commitment from the teachers. And that is up to one and one-half

hours per month of attendance at a professional development program. Ms. Rufer worked quite deligently with the administration in setting up this kind of program and I think it's good to make note of that fact.

Bea Rufer: When we negotiated this clause, the important thing was that the teachers association was instrumental in putting together the professional development courses. We began the program this year and put it in place late in the second semester. We didn't get the full semester in, but, we drew together a group of people, the president and vice-president of the association, the superintendent of schools, one of the building-level administrators (a building principal), and a member of the board of education. This five-person group put together the whole professional education process which began with a survey of all teachers on exactly what they saw as profession education needs. These ideas were listed on 3 x 5 file cards, color-coded into six different colors for such things as personal needs, advocational needs, and that kind of thing. Out of that, from a staff of 740 teachers we received 2,500 cards which we then spent numerous Wednesday afternoons at the Association's office drawing together the kinds of training, etc. the teachers thought they wanted. We spent hours agonizing over a definition, acceptable to both sides, as to the difference between professional development and inservice training. It was finally agreed that professional development is a means of a teacher expanding his/her professional horizons, but not necessarily job-related. While inservice education is defined as that kind of thing that the district requires for you to do your job. Inservice education plays no part in the professional development program. If there is inservice education, it is above and beyond the fifteen clock hours a year devoted to professional development. We finished the first series about the end of May. We had 21 different offerings, including a lecture series provided by the University of Rochester on such topics as brain research and learning theory. These were one-hour shots. Our hope, and it has held true incidently, was that if you expose somebody to an hour and one-half lecture on brain research and learning theory they would want to say, "Hey, I need to know more about that!" So, we could then expand the program for the next year. Currently, the five of us who initially put this program together have turned it over to a policy board. We are very close to a teachers center idea, only its internal and not funded externally. To a group of 36 people, who have broken themselves down into subcommittees and who are looking at programs for the first semester of next year, 37 possible programs, including repeats of some, have been identified. One of them is a computer education course, exposure to computers without getting into the nitty-

gritty. But there is an area that has provided problems among some of our teachers and it is with those who say they don't want to put that much time into a program or subject. But as the majority of teachers will attest, the programs have gotten very positive reactions and the teachers are committed to them. We operate on the honor system; you hand in your evaluation form and you get your credit.

William Easton: We don't normally talk as fast as the people from New York City. But I discovered I had better start learning. We only have a few minutes left and a few points to cover. We also have an important counseling program which was bargained for in this contract. I don't want to go into great detail about the program, but it is what it implies it is. It's objective is to help teachers. It has nothing to do with job retention. I think the question that we better address, in just a few moments, is how it works and what has been done. We have a teacher go to Nazareth College in the Rochester area, or Rochester Institute of Technology, or Geneseo State College or even the University of Vermont. I understand it is now lined-up for Brockport State College to also offer a program. I think that insofar as the district is concerned, the program has worked. We did take a French teacher and get the teacher certified in Italian. That teacher is now back and can teach both subjects. We do have an industrial arts teacher who can now teach our electronics classes. We have a couple of elementary teachers who now can teach special education. Community reaction, I guess, is not a problem with an organization such as yours. But, believe me, it is a problem for people who are involved with employer-employee working relations. If you want to undertake something like this, be very careful how it is communicated to the community. In view of the rising tax rate in our district, almost any program that has a cost factor has all the ingredients of being unpopular and of being challenged. We had a reasonably good beginning. We think community support in this area will develop. But, there are potential problems whenever anyone perceives that you are spending money to do something that is not necessary.

Bea Rufer: The community, and I think Bill and I have talked about this and agree we both had some fault in this area, have pieces of information but not the entire story. From the pieces, they come up with these marvelous castles in the sky. Unassigned teachers, going away to college. None of this is actually happening, but I think the critical issue one faces, if anybody is interested in taking a look at this whole ball game, is to make certain the community is well-informed before you really put the thing together and get it operating. Pull in some community leaders. Tell them of

the kinds of things you want to do. I've been saying for about five years now that the teacher shortage is right ahead of us. And from what I have heard, I'm not too wrong. So, let's have teachers who are certified in two or three areas so that they are able to do more than one thing. I think it has some impact on teacher burn-out. I think if you move a long-tenured teacher from a social studies class to another kind of class, you are going to help that teacher maintain momentum and competence. First of all, because teachers, like everyone else, need challenges. But I think the important thing is to be creative; to discover ways that meet the needs of the people you are servicing. And I have a firm feeling that this professional education, when it's in place, and when it's working properly and when people understand it, is going to do a very good job for the Greece Public Schools in keeping the program broad and in having multi-certified teachers who will be cost-effective in the years ahead.

William Easton: The program is now in its second year of operation. It will start again in the Fall. As a district, we have already had results from it and we are satisfied that we are obtaining economies as a result of it. There is just a little front-end expense the very first semester. But the moment you get those teachers back on the job they're more than making up for the cost that you had. We incurred the front-end expense, hopefully it's now all uphill. Thank you.

Lillian Cady: The presenters have been so interesting it was very difficult for me to stand up and say, stop, time is up. I hope that the audience will forgive me for not carrying out my responsibilities in that regard. I think it is worth our while to hear what is happening in areas that impact on what our school districts face within our own respective states. I would like at this time to ask Dr. Richard Allen to share with us some comments he has to offer about the area of competency testing and various testing efforts in which he has been involved over the past several years. He is currently with the National Evaluation Systems and has been much involved with the states of Georgia and South Carolina in some of their activities. Previously, he was associated with the University of Massachusetts in its competency education efforts. He has been interested in that area, as I understand it, for over 15 years and since many of us have become involved in similar efforts.

Richard Allen: I'm going to make what could be a tactical error. But, in the interest of all of us, would you like to just take three seconds to stand, stretch, and sit down. I suggest that nobody move from their spot. Sit back down, but maybe the

stretch will help a little bit. I can only sit so long myself and I guess I try to generalize and project to the rest of the people. Those of you who were here at the start heard the series of jokes that went around. So, fortunately, I don't have to start with a joke, which is probably in all of our best interests. But, I do have one very quick story I'm going to tell. It was kind of fun to see Dwight Allen again this morning. I was involved in one of the twenty teacher preparation programs at the University of Massachusetts that he was talking about. There really were twenty of them. I couldn't believe some of them myself. Actually, one of them, Project OUTBOUND, was the basis of one of the programs. People would go to this island of the coast of Maine. Our program was related to competency based type education, which is what my interest is. But, I want to talk about one precedural or logistic kind of thing that worked very well. I think you get the feeling that Dwight is rather a dynamic, exciting type of person. He doesn't wait around to see if anybody is following. He's out leading. And he was used to things happening very quickly. We had a duplication center at the School of Education and when he wanted something duplicated he wanted it duplicated immediately. I found that when I needed something duplicated very quickly, I would scribble at the bottom of it D. Allen, and I would get the same kind of services Dwight Allen was capable of getting.

My company is working with teacher certification testing in a number of states. There are about five states where we're developing programs right now. Putting together the tests, getting into the administration and so forth. Many of you, I am sure, heard the presentation by Bill Leach from Georgia last year. That was the first of these types of programs. We began working with Georgia in the mid 70s, and have since worked with a number of other states. We've also provided some background and experience for probably another dozen and a half or so states who were looking into this whole area. Talking about some of the concerns, some of the questions, some of the issues, and so forth. What I have done is put together an outline of many of these and that paper is on a table at the rear (Appendix B). Usually, we spend about a half day talking these things through. I'll go much more rapidly than that this evening. What I'll do is touch on some of the highlights. If you'd like to talk more about it, I will be glad to do that with one or more of you at another time.

Teacher certification is, in fact as you well know, facing many of the problems that many educators are facing now. Things like accountability. We all hear accountability. Some states have even based their educational program on this.

Maryland has had accountability legislation since 1971-72. Many of us have been dealing with that. Basic skills. Back to the basics. Do they know the basics when they go into teach? Do they know their subject area?

Teacher surplus. More teacher shortage. You probably deal with these, but so do some of the local folk, the university people. We all deal with it together.

Public concern for the educational process. Has there ever been a time when the public was so concerned about education. There are articles in "Time" magazine. If it hits the cover of "Time" magazine, clearly the public is concerned with this issue.

Legislative interest. The legislature has always been interested, but now more than ever. They are in fact getting into the certification process. It used to be that they would get into certification and deal with it when they heard about a problem. Now, in some instances, in some states, the legislature is taking what could euphemistically be called a leadership role - could be called other things at other times in different company. But they are passing legislation which in fact, effects the certification process and in some instances, the testing part of the certification process.

The general thought of this particular session relates to new directions. Testing and the way it is being applied and used is in fact a technique in certification which is being used and applied in a different fashion right now. More encompassing, with much more impact than in the past.

There are really two different types of approaches. A norm-referenced test and a criterion-referenced approach. I am going to focus on the criterion-referenced approach. This is the approach we use. This is the approach which we think makes the most sense. This is the approach that we think meets the needs of people interested in quality education to the greatest degree. With this approach you can, in fact, get it customized to your particular state. You can get a test based on a job analysis of what teachers are doing in your state. You can get reports on strengths and weaknesses so that diagnostic data, which was talked about this morning numerous times, can be collected as part of the process. Not just a single score, but how did students do in objectives throughout the whole test. The objectives can be published ahead of time so that they know what they are to be tested for. They can see where their strengths are, where they have weaknesses. They can do something about it.

Legally defensible. This is something I will touch on a little later.

Specifically designed for certification and secured. Security is a very important issue and one that needs to be thought about.

The next few points I will talk about are concerns. When I go to talk to people in states, there are a number of concerns which always come up and this legal issue is as good a place to start as any. We all know some of the famous or infamous court cases related to competency type testing. Florida's practices have hit the papers many times. Some of us have been involved in developing these tests and are interested in the court cases. They are not pleasant; but that's part of the process of putting together a process which effects the lives of people. You want to make darn sure that you are going to win a court case. When we started developing these programs, we got the best lawyers we could find. We talked to them about what the issues were, what the procedures were. We also discussed what it takes to make a test which is legally defensible and make certain that these kinds of things are built in. You want to make sure that the test is job-related to what teachers are doing in your state. That's absolutely necessary. The test has to, in fact, measure what it is that the person is going to do when he/she is in the classroom. If, in fact, the test does that, and it is well documented, the chances are you are on fairly secure grounds.

When does one test? What does one test? Another concern is testing points: There are three major points and times in which tests seem to be given. One is upon entering the teacher training program. This usually, or typically, follows the sophomore year. That test is usually a basic skills test--some combination of language arts, mathematics. It may just be reading, it may be reading and writing, it may be more than that.

The second testing point, typically, is at the completion of the teacher training program--the point of certification. The student has finished the college program, they've had all their college coursework, they've had their practice teaching and so forth. They are ready to be certified. They apply to the state. At that point, in some states, they also have to show that they have passed a test. A state test in many instances. This is a case of the state exercising its prerogative as part of the certification process. They may say; "Teacher training institutions, we love you. You are doing a fine job in many instances. We don't question that at all. On the other

hand, we do feel that we have an obligation to ensure that when these people go into the classroom and deal with the lives of children, they must show that they have some sort of minimum capabilities and we are going to make sure that they have these minimum capabilities. We're going to do this by a test." Now, these tests usually are one of two types. A content test. The math teacher takes a math test; the science teacher takes a science test. Or a pedagogy type test. Curriculum development, test development, learning theory, that sort of thing. These typically are the two kinds of tests that are given. Sometimes both are given; sometimes one or the other.

The other point is after the teachers are out in the classroom. There are, as I understand it, two states right now doing some sort of performance measurement. There are trained evaluators who go out there and take a look at these teachers. They have a checklist and so forth. There is inservice training built into the process.

Importance is another concern. Why does this testing program exist? Who wants the testing program? Who causes it to happen? In some states, it is the state education department. In some states it is the legislature. I like the programs in states where the state department has done the leading. These programs have some educational value to them. They have some coherence, some logic. They have time sequence that makes pretty good sense in many instances. Sometimes the legislature passes down a piece of legislation. These statutes tend to have less educational coherence to them. I am more concerned with these. On the other hand, it may help to get the money to go along with the legislation to do the implementation. One of the states where we are doing some work putting together these tests is Alabama. C. C. Baker is the key person we have been working with there. C. C. was there when we talked to the state board. They subsequently passed a resolution that said the program was going to exist. This is rumor, C. C., so I hope you will back me up on it if I am right. My understanding is that a state board member was before a legislative subcommittee and the legislature was indicating that it was going to pass some legislation. We want this; we want that; we want testing of teachers and so forth. A state board of education member asked for time and indicated that the board was addressing this issue. We have a plan of action. We are putting these things together. At that point, the legislature said, OK, so long as you are doing it, continue on. We will leave you alone and hope the program goes ahead. I sure think that is a better way to go.

Test security. This is one of those sneaky kinds of things that one may not think of right off the bat, but it is very important. If the test gets out. If people who are going to be taking the test have copies of it, the program is blown. It has to be a secure program. I live in Massachusetts which is a very political state and every now and then something like this happens. Tom (O'Connor), what was it? The fire or the police? About five or six years ago, the exam got out. It was terrible! Basically, the whole thing had to be cancelled and they had to start over again; put together a new test. One wants to take a great deal of cognizance of the security and make sure that the security is maintained.

How can a testing program be developed in your state? There are a series of points and I'm just going to tantalize at this juncture. I guess I'm not really going to dive into them. Who to involve? Lots of people. How much time? You can be up and running in probably a year and a half to two years if you must. Two years is a good amount of lead time. How much money? I can talk to you about that individually. It is really difficult to provide a figure off the top of my head, but it's possible to get into that. What are the benefits? There must be some assurance that at least there is this basis that Dwight was talking about this morning or that some of the other people were talking about. You must have some foundation and you can try things when you have that foundation, but at least you have some assurance that when the people go in the classroom, they do have a particular competence, a particular capability.

The role of the state department. Absolutely critical. The person in charge of certification has to have the finger on the switch. That is the case in some states where I know these kinds of programs are going ahead.

Some of the issues involve the role of teacher associations or teacher unions, whatever is most appropriate in your state. Teacher training institutions. Content groups. Legislators. Perhaps even parent groups. These people all have to be involved from the start in the planning and at each of the key decision making points. It is absolutely critical. What kind of data do you get from this? Well, the students get data on strengths and weaknesses. If it is a content test they should be able to see objective by objective. Where were they successful? Where were they not? Let's talk about this for just a minute. Because this is truly a key point. Diagnostic data is something that is quite desirable in a program like this. Not just to score, did they pass or fail? But rather, being able to tell them ahead of time what they are going to

be tested on. Here's the content of the test. Here are the objectives. So there is absolutely no doubt, the student then has some responsibility and can take some control for what's going to happen to himself. They can study; they can see that to study they have to know exactly what is going to be required of them. Are they getting the education that they need from the teacher training institutions? Are they being taught these things? They can see for themselves. The advisors in the teacher training institutions and the curriculum developers can use this and work with it. Then if the student does fail, they can see exactly where the problems are and they can do something about them. There can be some remediation. This kind of data also goes back to the teacher training institutions. How did their students, as a group, do? Then they can begin to see if there are weaknesses in their program. Do they teach these objectives? How do they teach them? How much time is taken? What are the approaches? And if larger proportions of their students do poorly, then maybe that gives them a pretty strong indication that something needs to be done right there and then. That is where some change needs to be made. And the state people get this kind of data. Not only who passed or failed but, also, indications of how the programs are going.

Setting cut-off scores. It must have a strong theoretical base. I'm not going to spend more time on that other than to say that I've seen instances where somebody said seventy percent. Man that's it! You need to have a little bit more base than just well that was sorta of a C when I went to school, so we'll say that's the passing grade. You need to have some sort of a theoretical process and follow it.

The role of the state department during the test development. Some of the key points. Articulate the program requirements and concerns. Approve a test development plan. Approve the results of all major decision points: things like the job analysis, setting the objectives, selecting the items, the field test, and setting the cut-off score and so forth. Monitor the program. Approve the administration procedures. Use the data for certification. Insure that the program remains up-to-date and the tests are secure. These are some of the key kinds of things that people in your position need to pay a great deal of attention to.

Summary of the benefits. What happens if a testing program of this sort is in place? First of all. It helps address some of these accountability concerns. One does, in fact, have some minimum standards set for teachers which are clearly articulated,

which are measureable, and there is no question about it. They are obvious; they can be seen; they are applied to everybody and they are applied in an equal fashion. It helps to satisfy legislative pressure. In the states where I know these programs are going ahead, it's going a long way toward defusing concerns of their respective legislatures. Not all the way; because you always have some legislatures that have a particular hobby horse they want to ride. But it helps. It helps insure that teachers are prepared when they reach the classroom. Now, this is one particular point. It helps insure that the teachers are prepared. It does not insure, it helps insure. And that is something else that is very important to keep in mind. Because somebody knows the content they are going to teach, that doesn't guarantee he is going to be a good teacher. But, at least you have the assurance that he knows the content he is going to teach. Not everybody passes these tests. So, there are people, in fact, that get into a classroom while not knowing the content. These people are eventually eliminated. However, they may be dealing with children for one year, two years, three years, or whatever it takes until one would persume that their contact would not be renewed by the local department. You have a program that is legally defensible. This is not a panacea, but it certainly is a help. And I think it is a way that state departments can take some control, set some standards, and allow some of the other kinds of things that have been talked about at this conference to happen. It allows more flexibility with teacher preparation. It insures that the people going into the classrooms have training which is relevant to the classroom. And it is a way in which the state department is exercising some real leadership.

Lillian Cady: Thank you Dick. I appreciate your swiftness in covering a number of items. We have one more presentation, and I think it is most appropriate that it be from Dr. David Imig, Executive Director of AACTE. He has some comments about the various presentations that have been made and about the role of higher education and AACTE in relation to that as well as into delivery systems to meet current staffing needs.

David Imig: I would simply like to acknowledge, on behalf of the Association, my appreciation for being invited to this meeting and having the opportunity to come and meet with you. The gatekeeper role you play right now is a critical one and is going to become even more critical in the years ahead. I think you are confronted with some enormous pressures. Pressures that you might not even be aware of that are beginning to descend. Not only on you, but also on schools, colleges, and

departments of education within your respective states. I think that from the professional organizations, from both the union and the association you are going to see renewed commitment, an investment of resources in professional development. This may happen at the local level, but it will certainly occur at the national level. Your discussion with Roy Edelfelt in February on "Profiles in Excellence" is only a prelude to the position that NEA is going to debate and probably resolve about a week from now in Minneapolis. I think there is a second trend that is going to confront us and that is pressure around alternative schools, voucher systems and tuition tax credits. If these are not a reality within the next three or four years, certainly we are going to be on the way to adopting these as parts of state or federal policy. I think there is going to be a significant investment of resources, both by the National Institute of Education and by other federal agencies in exploring these matters and in the preliminary policy papers which are beginning to emerge from within the Reagan administration, particularly within Bell's Education Department. You are beginning to see references and definitions of alternative schools and ways that the federal government can invest in them.

The current literature always begins with the fact that schools of education have had a fall-off of 50% since 1972, nation-wide; down approximately 300,000 to 150,000 in terms of teacher productivity. There is probably nothing that is going to halt that. It is going to continue for the next three or four years even with all the kinds of interventions, the good news we hear from New York City and elsewhere. It is likely to continue. Most certainly, it is going to continue if block grants become a reality. The investment that the federal government has made in schools of education over the past 50 years is possibly at an end. Block grants would largely mean a reordering of priorities and a reinvestment by the federal government in state government, and that in turn would have an enormous impact upon the kinds of competition, the kinds of policies whereby schools of education are funded.

A second phenomena is that the shortage of teachers is something that in our wildest imaginations we did not predict was going to happen for another five years, ten years, probably. There has been much investment in human services and the human service personnel development. When there are corporations such as AT & T putting a $1,021,000,000 into training and attracting people from schools of education into those corporations, there has to be much interest on the part of schools of education in responding to that. That is a ready market. It is one that is an alternative to the school personnel market.

Schools of education, particularly in Kansas and elsewhere, are now beginning to develop fifth-year programs. That is going to have an impact upon productivity. The University of Kansas has built a program that we hope will take off and be a model for the country. It is a program that really represents a system overall for that state and probably for other states as well. Paul Hailey, Director of Teacher Education and Certification in Ohio, has been deeply involved and has invested enormous amounts of money in a redesign of teacher education in that state. That probably, or possibly, will lead to longer term commitments by undergraduates in teacher education and will not only qualitatively produce a better product but it certainly is going to impact upon the number of new people coming out. Unfortunately, there are many people who have seen fifth-year programs as the panacea. I think that some of them, such as our good colleagues in Pennsylvania, are right now talking about professional development. Look at the MAT! It was seen as a quick fix or a panacea. But whether we go in that direction, whether we seriously invest in fifth year programs or whether we look at the possibilities of redirected funds to redevelop capacity within schools of education, we are in for some very difficult years and I invite you and AACTE to work together to hopefully resolve these problems.

APPENDIX A

Professional Education

The District shall undertake a new program to be called Professional Education. Some of the purposes of this program are to enable unit members while employed by the District who are close to certification requirements in any given area to obtain such certification thereby broadening the skills of the unit member involved and providing the District with more depth and flexibility in its teaching staff, to enable unit members to upate and enhance current skills in their existing areas of certification to enrich the quality of the District's instructional and academic curricula, and to enable unit members to develop and refine skills in subject areas not currently having certification so that the District may continue to anticipate the needs of students for the future.

Beginning in the first semester of the 1980-81 school year, the District shall post requirements for applications for Professional Education to begin in the second semester of said school year. Applicants may indicate their interest in such program by a letter of application. Such letters of application shall be jointly reviewed by the District and the Association.

Applicants selected by the District shall participate in the Professional Education program under the following conditions: They shall be classified as Teachers on Professional Education Assignment and shall be employees of the District while on such assignment, with some portion of their time assigned to in-district service each week. Such teachers shall be admitted to and registered in a nearby or regional college in accordance with an agreed plan, and their assignment as an employee of the District while in such program shall include attendance at the designated college pursuant to such plan and objectives. The District shall pay for tuition, fees, books, supplies and materials needed for such plan during the course of a full semester. Such teachers shall return to regular status either in their new area of certification, if any, or in the area of certification from which they entered the program or to any other agreed position in accordance with such plan or otherwise.

The assignment and transfer of unit members to fill vacancies created by this program shall be made in the same manner as in filling other vacancies.

While on such assignment, teachers shall retain in all respects their status, responsibilities and duties as full time unit member employees including but not limited to fringe benefits, seniority and continuous membership in the retirement system. It is also the intention of this program to provide for up to one full semester of graduate education of specialized training combined with in-district service so as to enable teachers so assigned to reclaim or acquire the skills needed within the District to continue unit member employment. The District may, if feasible, assign unit members to the program in the first semester of the 1980-81 school year and shall continue the program in the 1981-82 and 1982-83 school years. Credit hours obtained in such program shall be treated in the same manner as those obtained under tuition reimbursement.

Part-Time Unit Members

Unit members may be hired by the District for partial teaching loads based upon payment of one-fifth (1/5) salary for the first forty-five (45) minute daily teaching assignment to be prorated for all time in excess of forty-five (45) minutes up to a maximum of one hundred thirty-five (135) minutes.

Layoff

In the event that layoff becomes necessary and is not specifically barred by provisions of this Agreement or law or policy, members of the unit shall be laid off in reverse order of seniority. During the term of this Agreement, no unit member employed as of June 30, 1980 shall be laid off. Unit members without full-time assignments may be assigned by the District as needed to perform professional services including but not limited to substitute teaching, tutoring, curriculum development and professional development, but their performance while so employed may not be used to their detriment in their evaluations.

Professional Development

A joint committee of the District and the Association shall be formed to oversee the conduct of a survey of professional needs, review such needs and set need priorities, develop and implement a program, monitor, review and evaluate such program and recommend changes to such program.

A variety of programs shall be offered to unit members at any given time, and unit members shall have a choice from such variety. If the committee cannot agree on programs, each party may select three such programs to be subject to the above choice.

Beginning with the second semester of the 1980-81 school year, unit members may be required to take up to 10 hours of programs developed by the process above, and during the school years 1981-82 and 1982-83 unit members may be required to take up to fifteen (15) hours of programs developed by the process above, but such programs shall not exceed one and one-half (1½) hours outside of the school day per calender month. No such programs shall be scheduled during the first two weeks or last two weeks of any school year.

Improvement Counseling

A joint committee shall be formed to study evaluation under Article IX of the Agreement concerning improvement of instruction and techniques to increase the effectiveness thereof. A non-voting board member may chair such committee, and the committee shall report regularly to both the Board and the Association.

APPENDIX B

NEW PERSPECTIVES ON TEACHER CERTIFICATION: THE TESTING HORIZON

Various challenges, changes, opportunities and other "slings and arrows of outrageous fortune" are being faced by educators as we progress through the decade of the 1980's. One area in which change and challenge is particularly evident is the process by which individuals become certified to teach.

Under particular scrutiny is the determination of a basis for granting certification. As a result of public concern and demand for accountability, a number of states are setting a minimum statewide standard to be met by teachers and teacher candidates seeking certification. The setting of such standards is generally considered to be an effective way for the state to exercise its authority in insuring that only those teachers who are qualified be allowed in the classroom.

Passing a criterion-referenced test, accurately reflecting and measuring basic, essential teacher performance within the classroom, is an integral part of this process. National Evaluation Systems is in the forefront in the development of these testing programs. Six years ago, NES initiated its involvement in this area with the creation of the testing portion of the Georgia teacher certification program. To date, NES has developed approximately 175 tests for Georgia and similar certification programs in other states. In addition, NES has provided program design, guidance, and input for about 18 states as they wrestle with the potential of state testing as part of their teacher certification process.

When talking with representatives of state departments of education, members of state boards, legislators, and other interested parties, a common set of issues and concerns is often articulated. Following is a list of the issues usually discussed.

I. Introduction to Teacher Certification Testing

A. Standard process

1. meet preset grade point average for program entry
2. complete successful student teaching experience
3. meet preset grade point average for graduation
4. complete approved program

B. Factors affecting education and certification today

1. accountability
2. basic skills
3. teacher surplus (in most teaching fields)
4. public concern with the educational process
5. greater legislative interest/pressure relative to public education

II. New Directions

A. Norm-Referenced Testing (NRT)

1. standardized rather than customized
2. based on comparative data
3. single score report generated
4. scores reflect national sample

B. Criterion-Referenced Testing (CRT)

1. customized to particular state
2. based on a job analysis in the state
3. reports strengths and weaknesses by student and institution
4. legally defensible
5. specifically design for certification of teachers
6. secure

III. Concerns in Setting Up a Testing Program

A. Legal requirements

1. job-related to state
2. reliable
3. non-discriminatory

B. Testing points

1. entry into a teacher training program
2. at the point of certification
3. after certification

C. Impetus for program implementation
   1. legislature
   2. state department of education
   3. other

D. Test security
   1. importance of program credibility
   2. part of the administration process
   3. best handled by impartial agency
   4. maximized in customized program

E. How can a testing program be developed in your state?
   1. who to involve
   2. how much time
   3. how much money
   4. what are the benefits
   5. role of state department personnel vis-a-vis outside help

IV. Issues in Setting Up a Testing Program

A. See issues (A through E) listed above

B. Strong in-state involvement of interested groups
   1. state departments
   2. teachers associations
   3. teacher training institutions
   4. content groups
   5. legislators
   6. parents

C. Data provided by CRT
   1. reports to students
      (a) strengths and weaknesses
   2. reports to teacher training institutions
      (a) strengths and weaknesses
   3. reports to state department
      (a) students who pass
      (b) students who fail
      (c) overall strengths and weaknesses

D. Content of tests
   1. entry
      (a) basic skills such as reading, writing and math
   2. certification
      (a) subject area knowledge
      (b) pedagogy
   3. after certification
      (a) interrelationship with students
      (b) presentational style and capability

E. Setting cut-scores
   1. use theorectically sound process
   2. do not use an arbitrary figure
   3. insure relevance to your state

F. Role of the state department
   1. during test development
      (a) articulate program requirements/concern
      (b) approve test development plan
      (c) approve results at all major decision points
      (d) set cut-score
      (e) monitor program
   2. during test administration
      (a) help set/approve sites
      (b) approve administration procedures
      (c) use data for certification decisions
      (d) insure program remains up-to-date and tests are secure

V. Summary
   A. Benefits of the CRT certification program
      1. meets accountability concerns
      2. satisfies legislative pressures
      3. helps insure teachers are prepared when they reach the classroom
      4. eliminates many people who are not prepared to teach
      5. is legally defensible

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CERTIFICATION: A STATE OBLIGATION FOR FACILITATING STUDENT LEARNING

William H. Baker

Context

The responsibility to ensure student learning through comprehensive eductional programs is a very timely topic in West Virginia. Our State is one of many that has had a court challenge to the methods of financing schools. The West Virginia Supreme Court in 1978 held that our State constitution mandates a "thorough and efficient system of free schools." This provision, according to the court, "requires the legislature to develop a high quality, state-wide education system."

At the present time a circuit court in West Virginia is attempting to determine what constitutes a "thorough and efficient system of free schools." In defining thorough and efficient, the lower court has been directed to include:

> ...development in every child to his or her capacity of (1) literacy; (2) ability to add, subtract, multiply and divide numbers; (3) knowledge of government to the extent that the child will be equipped as a citizen to make informed choices among persons and issues that affect his own governancy; (4) self-knowledge and knowledge of his or her total environment to allow the child to intelligently choose life work - to know his or her options; (5) work-training and advanced academic training as the child may intelligently choose; (6) recreational pursuits; (7) interests in all creative arts, such as music, theatre, literature, and the visual arts; (8) social ethics, both behavioral and abstract, to facilitate compatability with others in this society.

Implicit in the definition, according to the court, are competent personnel and careful state and local supervision to monitor teacher and administrative competency. Thus, the West Virginia Supreme Court has recognized the importance of professional in provding quality education.

As thorough and efficient education is being defined, more and more attention is placed on teacher training, teacher certification, and teacher evaluation. Local

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superintendents and boards of education are becoming more concerned with teacher effectiveness. Questions are being raised about teacher training programs and how these programs meet the needs of the public schools. The role of instructional personnel in providing a thorough and efficient education is becoming a major issue. The end result will most likely be a mandate to the State Department of Education to provide a plan that the court accepts to provdie effective teachers for the public schools in West Virginia.

Thorough and efficient educational programming is not the only issue that has caused school superintendents to be concerned about teacher training. The criticism in the media of the decline of student test scores, the lack of discipline in the schools, and the indictment that our public schools have failed, has also caused local school administrators to look at teacher effectiveness. Many factors contribute to negative attitudes toward public schools today, not the least of which is the decline of competently trained teachers in our public schools.

Colleges and universities have a tendency to join the critics of public schools. Chancellors of boards of regents and presidents of universities are quick to discuss the lack of reading skills of incoming freshmen and the declining SAT scores of students in the public schools. They are not comfortable, however, when reminded that the students entering their schools were taught by teachers trained in their institutions. Nor are they happy when confronted with the lowering of admission standards for their schools to increase the number of "full time equivalent students" on which most state-supported colleges are funded.

Let me cite an example of criticism of public schools by an official in higher education. The School of Journalism at West Virginia University has an entrance exam that students hoping to be admitted to the School must pass. Last year over 90 per cent of those taking the exam failed. Immediately the Dean of the School publically criticized the public schools for graduating students that were "functionally illiterate." A local school superintendent took exception with the Dean and decided to look into the matter. The Superintendent found that students taking the test were second semester sophomores in college. These students have taken two semesters of college English and one semester of English taught by the School of Journalism. The Chairman of the English Department at West Virginia University also found that in scoring the exam, the School of Journalism had used criteria for evaluating sentence structure

that could not be defended. Apologies were made by the University, but the damage done to public schools cannot be erased.

Roles and Responsibilities in Teacher Education

State departments of education are responsible for approving teacher training programs and establishing certification requirements. Local schools must, therefore, work with the State to provide quality teachers. Approval of teacher training programs must be used to assure properly trained teachers for the public schools. Certification of teachers from these approved programs can then facilitate student learning in the public schools.

Local boards of education, in the past, have usually accepted the position that colleges develop their own teacher education training program within the guidelines established by the various state departments of education. Teachers employed by the public schools are graduates of these college programs and certified by the state boards of education. The fact that local school systems had little input into certification requirements of teacher training programs did not bother many school superintendents. Teacher applicants were accepted on faith by local school boards as being competent because they were college graduates of approved programs and certified by the State to teach. Acceptance of this practice will eventually be a thing of the past. Local school systems are going to demand input into the establishment of standards, preparation programs, and the certification of teachers they employ. If public schools are to meet their responsibility of quality education for classroom students, they must have teachers who are trained to meet the needs and goals relevant to the local schools. Therefore, input from local school personnel is essential if colleges are to be effective in training teachers who will have an impact on improving public education.

The quality of professional personnel is a critical issue in education today. Local schools, state departments of education, and colleges each have special roles in resolving this issue. Public schools are service organizations, financed with public funds, and responsible for providing a thorough and efficient education to all students. The employment of competent teachers is a major factor in achieving this goal.

The State has the constitutional responsibility for education and shares with the local schools the statutory requirement for delivering a thorough and efficient system of education. State boards of education approve teacher training programs and develop certification requirements for teachers employed in the local schools, which should be used to facilitate the placement of competent teachers in classrooms throughout the State.

Colleges train teachers that are eventually employed in local schools. In developing teacher training programs, colleges rely on the research and development expertise of the various schools within the institution. Training programs must also meet the needs of the public schools and the state departments of education.

Therefore, standards and requirements for the training, certification, and employment of schools personnel should be established on the basis of:

1. the experience base of the local school district;
2. the authority base and policy perspective of the State Department of Education; and
3. the research and development expertise of colleges and universities.

The sum total of this input should result in an effective training and certification foundation for professional personnel. Any failure in this shared responsibility causes school districts problems in staffing the schools with quality teachers. The people responsible for certification can foster the implementation of a thorough and efficient education to facilitate student learning by insisting on standards that are based on input from colleges, local schools, and state department policies.

Quality Assurance in Teacher Education and Student Learning

In reviewing the literature on teacher training, one will find that almost everyone agrees that the education of teachers for our public schools should be a cooperative effort between the colleges, the State Department of Education, and the local schools. The literature indicates that state departments of education agree with this approach. However, while agreement on the importance of cooperation may be achieved, implementing cooperation and defining roles that preserve the integrity and purpose of each constituency has proved to be no easy task. For example, some of my

experiences have demonstrated that colleges would rather develop their own programs with little input from the State and none from local schools. Colleges need and involve local schools when placing student teachers in field experiences, but then forget that they are guests in the public schools and attempt to dictate classroom experiences for the college student without consulting local school personnel. Local schools, on the other hand, appear to be bothered by requests from colleges for input in teacher training and would rather be left alone.

The attitudes of colleges and local school systems must change if the quality of public school teachers is to be improved. This change in attitudes can best be brought about through the leadership of the state departments of education. The State is responsible for teacher education standards and certification regulations and can use their leadership role in these areas as a means of bringing together the total profession, including colleges and public schools to develop effective teacher training programs.

The State should use its authority and leadership role to approve teacher training programs to assure that educational program directions of the public schools become a major factor in determining teacher education standards and curriculum. Colleges should also be required to use public school personnel in advisory roles when developing teacher training programs. State Board policy can mandate that local school systems provide personnel to serve on advisory boards for the colleges to develop teacher education curriculum. Effective teacher education programs can be implemented when colleges and public schools share the responsibility of establishing the criteria for training teachers.

The issue of competent teachers for our public schools does not end with employing teachers who are graduates of effective teacher training programs, and hopefully competent teachers. Professional personnel must then enter a period of probationary employment that will include continuous evaluation, renewal of certification, and permanent tenure. This phase is most critical if we are to improve the quality of teaching in our public schools in order to enhance the learning of classroom students. With the exception of certification, local school systems have total responsibility for this process. Many school systems have not adequately evaluated teachers and have allowed incompetent teachers to gain tenure, thus reducing the opportunity for students to receive a quality or thorough and efficient education.

Collective bargaining agreements, state statutes, and state board policies have had considerable influence on school boards in evaluating and terminating incompetent teachers.

West Virginia does not have collective bargaining for public employees. We do, however, have permanent tenure after three years and an infamous State Board policy that is more restrictive than any union contract. State Board Policy 5300, 6(a), states that:

> Every employee is entitled to know how well he is performing his job, and should be offered the opportunity of open and honest evaluation of his performance on a regular basis. Any decision concerning promotion, demotion, transfer or termination of employment should be based upon such evaluation, and not upon factors extraneous thereto. Every employee is entitled to the opportunity of improving his job performance, prior to the terminating or transferring of his services, and can only do so with assistance of regular evaluation.

I agree that employees should be evaluated and have opportunities to improve before he/she is terminated. However, the policy is so burdensome that many school administrators would rather grant tenure to an ineffective teacher than to go through the process of documenting a case against the teacher. Local school systems need assistance from colleges and state departments in evaluating, supervising, and providing assistance for teachers, if the quality of teaching and learning is to be improved. Training and retraining teachers who can deliver a thorough and efficient education in our public schools is too important to be taken lightly. Only through the cooperation of the State Department of Education with colleges and local school systems can this be accomplished.

Education is a fundamental and constitutional right in West Virginia. To deliver a required thorough and efficient education, quality teachers are essential. State departments of education can use certification as a pivotal factor in providing and retaining competent teachers and, thus, facilitating student learning.

Recommendations

I would like to offer the following as a model that can address most of the questions I have raised about teacher competency in public schools. This model

requires public school input into teacher training programs, college assistance in evaluating public school teachers, and state departments using certification and teacher training program approval to assure school district and college cooperation.

The first step in the model is a four-year college education program that includes:

1. a component in the basic skills of mathematical computation, reading, writing, listening, and speaking, with minimum levels of achievement mandated;
2. a component in general studies that includes minimum skills in problem solving, decision making, and analytical thinking;
3. a component in content specialization; and
4. a component in professional education that requires student competencies that relate to a specific teaching field and early field and culminating clinical experiences, as well as special methods that relate to a specific teaching field.

Completion of the four-year program would lead to certification and eventual employment by a local school system. A condition of employment would be admission to a Master's program in a graduate training institution.

The Master's program will be designed by the graduate school and the local school system to include: a component in professional education relating to a specific teaching field; a component in general studies; and a component in special methods that meets the individual's needs determined in conjunction with local school administrators and college personnel.

Throughout a three-year period of probationary employment, the teacher will be observed, counseled, and evaluated by local school and college personnel. At the end of the three-year program, teachers who have satisfied the local school system and the college that they are effective classroom insturctors, will receive a Master's degree, certification renewal for five years, and tenure with the school system. Teachers not satisfactory will be terminated by the school board.

This model offers the teacher regular evaluation, opportunity to improve if the evaluation is not satisfactory, and assistance by local school personnel and college personnel to improve. Local school systems are also given assistance in evaluating teachers which will lead to improved teacher competency. The Master's degree offered and tenure with the school system should be incentives to improve teaching skills related to on-the-job assignments.

Certification: A State Obligation for Facilitating Student Learning can be effective. Training teachers through approved college programs and the probationary period of employment will increase the quality of instruction in the public schools. If certification is contingent on successful completion of this program, then certification will facilitate student learning.

APPENDIX

CONSTITUENT GROUP REPORT

A New Method to Certify Non-Speech and Paraprofessional Debate Teachers/Coaches: A Debate Judge Certification Test

Don M. Boileau **David Ling**
Jon Fitzgerald **Dan P. Millar**

In the spring of 1978, the Executive Council of the Michigan Interscholastic Forensic Association (MIFA) decided that all judges in future district and state debate tournaments would have to meet minimum levels of competence as measured by a certification test. Two growing pressures encouraged this decision--accountability and coach-judging.[1] Regarding the former, Sharon Ratliffe, presently teaching at Golden West Community College, warned that "if the speech communication profession does not develop internal accountability we will continue as educators to be the victim of external pressure to be accountable to externally enforced terms."[2] With the expense and visibility of high school debate, this area of communication education seemed particularly vulnerable to external pressures. With the trend in Michigan for coach-judging, a procedure was needed to certify persons making these decisions.

This paper explains the development of the program and summarizes several decisions which were needed to implement the program. The testing was initially planned to cover three years followed by a complete revision.

THE TESTING PROCESS

Competency was based upon knowing the basic terminology of the current topic, understanding basic argumentation theory and the debate activity rules, and writing a ballot which reflected topic and theory knowledge.

The testing procedure occurred in three stages. The first required listening to an analysis of the current debate topic. Potential judges could attend workshops, conferences, or special topic analysis sessions scheduled during the early weeks of the fall debate season. The topic analysis familiarized potential judges with the areas for affirmative and negative cases and the specialized terminology of the proposition. Particular case positions were neither advocated nor condemned.

The second stage required a potential judge to score 80% on a fifty-item written test, which included material from debate/argumentation theory (presumption, burden of proof, types of cases, tests of evidence and reason) as well as rules governing the debate procedure in Michigan. Each question was keyed to an argumentation/debate textbook or to the state rulebook. In this way, persons failing to score 80% could find help in understanding the questions and answers. The theory test insured that all judges had a minimum knowledge of high school debate and debating.

The third stage required each potential judge to view a videotape of an actual high school debate and then to complete a flowsheet and a ballot. On the ballot, the judge awarded speaker points and ranks, wrote individual comments to the speakers, and wrote a rationale for the decision. What decision was less important than the basis for the decision and the individual remarks, the tone, and the specificity of the written comments. Comments were to be (1) educationally sound with sufficient information for the coach and debaters to reconstruct the debate and to understand why a vote was cast and (2) to be encouraging to the student with a goal of developing his or her required skills.

The certification procedure adopted by MIFA was modeled on the procedure used by the Department of Speech and Dramatic Arts at Central Michigan University to certify judges for the Department's Forensic Services, which provides judges for regional debate and forensic events. This certification procedure, in turn, formed the basis for the program followed by the state. Because a new group of graduate students with varying abilities and backgrounds arrived each year at CMU, the Forensic Services office needed to know which ones were qualified as judges. Also, a variety of faculty members from numerous disciplines and community members from varied occupations judged for Forensic Services. In an attempt to develop some standardization, the three-part certification program started at CMU in the fall of 1973.

CONSTRUCTING THE WRITTEN TEST

Initially, the theory test used true-false questions.[3] However, the absoluteness of true-false led to misinterpretations by the test-takers. Two changes were made to reduce the penalty for differential interpretations. First, the terms true-false were switched to "accurate" and "inaccurate." The insturctions described accurate as "what was generally true for debate, but something for which there might be exceptions."

The second major change allowed the test-taker to comment on the question in an attempt to develop the frame of reference for the answer. This permitted the person who was having difficulty with a particular wording of the question to demonstrate that the theory nevertheless was understood. Comments allowed the test evaluator to decide whether or not to give credit for the answer. This procedure slowed the grading of the examination but was consistent with the purpose of the certification procedure--to select competent judges.

Additional efforts were made to assure a comprehensive yet discriminating test. Ling and Boileau surveyed the debate coaches at the 1974 Michigan Speech Association convention to learn which areas of debate theory and practice should be covered in a test. From the survey of more than forty topics, twelve (issues/arguments/evidence, burden of proof, MIFA rules, presumption, inherency, refutation, reasoning, debate procedure, tests of evidence, prima facie, stock issues, delivery) emerged as essential. In addition, we felt seven others (comparative advantage, critique, cross-examination, ethics, flow sheet, judging styles, negative strategies) should be included.

Finally, a validation of the written test, developed from fifty questions of the short test given at CMU, covered the nineteen areas.[4] The resulting theory examination was pilot tested by a group of debate coaches at the 1977 National Forensic League tornament in Seattle. The results were compared to a control group of students who had no debate, speech, or argumentation backgrounds but who had registered for beginning argumentation classes at the University of Washington. Eighteen questions which could not be answered by guessing distinguished those judges with argumentation/debate backgrounds from those without. Many of the other thirty-two questions in this pilot were included even though they did not reach the .05 level of confidence. These fifty questions formed the written test.

The final pilot test for the theory examination was taken by the coaches on the MIFA Council. Several questions were again rewritten to clarify wording before the test assumed its final form.

EVALUATING THE BALLOT TEST

The decision to require participants in the certification program to complete a written ballot was based on the assumption that a simple measure of knowledge of

theory and practice (the objective examination) was not sufficient demonstration of competence as a judge. In a competitive debate, judges do more than render a decision. They provide feedback which allows the students to grow in their understanding of basic argumentation skills. The pedagogical function adheres to the concept of critic/judge. Therefore, the quality of an individual's ballot writing was evaluated to ascertain two abilities: Can the student/coach understand what transpired during the debate from the perspective of the evaluator? Does the ballot include comments which allow the student to grow and develop basic skills in debating?

In their survey of Michigan coaches, Ling and Boileau asked them to evaluate six different debate ballots. Their responses indicated that comments which allowed the coach to reconstruct the reason for the decision were the most helpful. Short, general comments on skills were not a value to coaches and debaters.

Evaluating the written comments was the most subjective aspect of the certification process because it involved qualitative judgments. To assure some consistency of evaluation, three evaluators reviewed separately each ballot.

To provide a uniform basis for judging and ballot writing, a high school debate was videotaped for presentation. The final round of the CMU Summer Debate Institute was selected because (1) the debating was representative and (2) the tape could be changed with the topic. The debates included aspects of excellence as well as problems in analysis and presentation of argument.

Each of the three evaluators judged the ballot on three criteria: (1) quality, (2) specificity, and (3) tone.

Quality of Comments. Do the bases for decision and the comments to the individual debaters reflect what occurred during the debate? (Were critical errors not mentioned? Were major issues ignored?) A judge's actual decision was not evaluated. Indeed, debates selected for videotaping had to be close enough for competent judges to disagree about the outcome. One of the tapes generated a 30/70% split in affirmative/negative decisions. The concern was that the comments directed at the major issues convey to someone who had not observed the debate and understanding of how the judge arrived at a given decision. The intent was to avoid vague ballots or ballots reflecting issues the judge would have preferred ("debating the debater").

Specificity and Constructiveness of Comments. Is the information specific enough so that the students and their coaches can utilize the ballot as an aid in the student's growth? Most high school ballots include space for judges to make comments to each debater, thus aiding the education of the student; comments are helpful only if they are specific and constructive. The following comments to a second negative identifies strengths and weaknesses while suggesting directions for improvement:

> Plan-meet-advantage arguments are well suited to plan; impact statements could be more forceful if you delineated more specifically the impact of your indictments. Disadvantage #1; isolating impact on numbers of unemployed would increase your impact because you could delineate more specifically who was harmed. Disadvantage #2; link in D_2 is very weak. The impact on world trade being upset and destruction of West would also strengthen argument.

Such comments provide a helpful aid to the student's development, but comments such as "Very good job" or "You have a pleasant voice and are well organized" provide little help.

Tone. Were the comments designed to encourage the student to grow in the activity? This third criterion was the least precise and most difficult to exemplify. The concern was that judges perceive the students they were addressing as young, often inexperienced people. Caustic comments like, "This constructive was a waste of the negative's time" or "Did you ever consider band?" are blatant examples of comments which can destroy a student's self-esteem and desire to participate further. This criterion was included because judges often are unaware of the tone of their written comments. Developing a written style which criticizes without denigrating is an important skill.

After evaluators read a ballot, they wrote short critiques to support a pass/fail judgment. If two of the three evaluators failed the ballot, the individual had to repeat the ballot-writing portion of the test. The possibility existed that the rewrite would be to satisfy the evaluators and that, once certified, this person would revert to an unacceptable style. However, the MIFA Council hoped that the individual's desire was to improve her or his writing skills and that a sincere effort would be made to adjust future performance. Pressure from other certified judges also provided a check on reversion.

There was an additional check on reversions. If, during a tournament, a judge submitted a ballot that a coach believed was below minimum standards, the coach could submit a complaint along with the ballot to the office of the Executive Director of the Michigan Insterscholastic Forensic Association. If repeated complaints about the same judge were received the Council reserved the right to withdraw that individual's certification. None was received during the first year.

IMPLEMENTATION OF THE CERTIFICATION TESTING

Before inaugurating the certification program, the Michigan Speech Association hosted a section meeting to discuss the rationale for certification and a sample of the theory test. Some modifications were made in the procedure, particularly in the methods for disseminating information to the judging community. Finally, before the Council acted on the motion, Council members took the entire three-part certification test. Fortunately, all passed.

After adoptation, an announcement was mailed to all coaches. Sites for testing were established to give geographical and program balance. The first was a large tournament scheduled for June to debate the next years' topic. Two different meetings of the Michigan Speech Association were selected for additional testing: the University of Michigan/MSA summer conference and the annual fall meeting of the Michigan Speech Coaches Association conference which coincided with the state-wide Student Congress. Other tests were arranged as needed in different parts of the state. Because the desired number of coaches had not been certified by mid-October, the test was administered at a November debate invitational and at the December state novice championsips. This latter site allowed many of the noncoaches to take the test.

An explanation of the certification test and procedure was placed in the Michigan Bulletin of Secondary School Principals. Several principals then paid the $5 test fee per coach so as to avoid the $125 charge for hiring a judge in place of the uncertified coach.

To standardize the test administration, a set of written instructions were developed. Five different people gave the test during the first year. A checklist of needed equipment also was developed: videotape, videoplayback, TV monitors.

Test-takers wrote any comments qualifying their answers on the back of their IBM score sheet. Flow sheets were collected after the viewing to aid in test security. The collected flowsheets also provided information to the ballot evaluators. On two occasions, review of the test-taker's flowsheet revealed that these persons failed the ballot portion of the test even though they had kept an accurate and thorough record of the debate. The reason for failing was writing ability. The people were asked to rewrite the ballot rather than to retake the entire debate. In a third case, the flowsheet was inadequate, indicating the person needed more exposure to listening to debates before being certified.

The topic analysis sessions could be completed in one of three ways: by working and/or attending a debate institute; by attending a topic analysis at a coaches meeting, the Michigan Speech Association fall conference, or any one of several university sponsored debate workshops; or by purchasing (for $3) a tape recording of a MIFA approved analysis (e.g., an audiorecording of the analysis session from the MSA fall conference).

PROGRAM ASSESSMENT

After three years of operation, 288 people have sought certification (Table). The vast majority received certification following the completion of the three-part process: analysis session, theory test, and ballot evaluation. Eighteen persons initially failed one of the parts (usually the ballot writing), but made sufficient correction to receive certification following a retest. Of the total number tested, only 35 (12%) failed to be certified. The original period of certification was three years, assuming attendance at an annual analysis session. Of the 173 judges certified during the first year, 93 have continued to keep their certification for the three years. In the spring of 1981, the MIFA Executive Council endorsed the procedures and voted to begin certifying judges for the 1981-82 debate season. A new written theory test is being created with new videotapes, and sites are being selected for the analysis sessions. Certification now will be granted for five years, again assuming attendance at an annual topic analysis session.

TABLE

PERSONS SEEKING CERTIFICATION
1978-1981

	1978-79	1979-80	1980-81
Total Participants	189	57	42
Pass (Initially)	165	41	29
Pass (Retest)	8	5	5
Total Pass	173	46	34
Fail	16 (8.4%)	11 (19%)	8 (19%)

The decision to continue this procedure followed examination of the disadvantages and advantages of certification. Three major disadvantages were identified. First, distribution of results was slow because of administrative procedures in the initial testing; also, the number of ballots to be read by three evaluators was overwhelming. Testing away from the office of MIFA accounted for some of the problems, e.g., missent forms, incorrect amounts on checks, slow mail, or illegible writing. While the delay from the administrative errors has been reduced, delay from slow evaluation of the ballots remains a problem. Two teams of three evaluators each now read ballots to speed the process.

The second disadvantage reported to the MIFA Council was that the ballot evaluations lacked specific comments for the test-taker to understand the reasons for pass or fail.[5] In essence, the ballot evaluators were failing on their own criterion! Although adding ballot evaluators helped to ease the pressure on the original three, an obvious dilemma exists--speeding the results means reducing the amount of comments; giving substantive critique means delaying the results.

The third disadvantage appeared after the initial testing for most of the judges had taken place. Some people wrote ballots solely to appease the evaluators and then reverted to their old habits of writing few and/or sarcastic, demeaning comments. While provision for penalizing such behavior had been made, the procedures were not used.

On the positive side, the goal to improve judging appears to have been met. Three developments account for this conclusion. First, although MIFA required certification only for judging in district and state debate tournaments, many leagues adopted the requirement. Debaters were no longer judged by those who knew little about the substance of the topic and nothing about argumentation theory. Debaters and coaches now can expect a minimum but predictable level of topic knowledge and familiarity with rules, practices, and theories. Second, some judges who were not interested in the students or the activity chose not to seek certification but not all of those who declined were poor judges. However, those who have retained certification have demonstrated interest and involvement in the activity. Third, the written ballots in the recent state tournaments have improved in communicating reasons for decision: The ballots contain more evaluating comments; the comments are more specific (reference to specific arguments and/or pieces of evidence); and the overall tone is more positive when referring to individual debaters.

Another positive effect has been an influence on other activities and states. Currently, MIFA is studying a certification program for individual events such as forensics. Outside of Michigan, several state forensic associations and one national speech league have expressed interest in the program, and the Speech Communication Association has discussed the program as a protype for testing competency.

Beyond these results of certification, more concrete assessment of the program is underway. The MIFA office has been studying the written ballots from the state tournaments for the past four years (the year before certification and the three following years). The types of comments, the issues, and the kinds of language used are specific areas under study. The precertification ballots serve as a benchmark for comparing postcertification ballots. Analysis of the written tests should be completed and reported in the near future. Test reliability and validity, questions most frequently missed, content most frequently misunderstood, and written rationales for particular answers are being examined. The goals of both ballot and test analysis are to improve the procedures for certifying judges--content and form--as well as to improve the judging process itself--the bases upon which decisions are made and how reported.

CONCLUSION

The Michigan Interscholastic Forensic Association has been certifying judges for three years and recently committed itself to continuing the process. The procedure contains three components--taking a written theory test, juding a videotaped debate including the creation of a flowsheet and writing a ballot, and listening to at least one formal discussion of the debate topic presented by active coaches or content experts. The overall objective of the program was to improve the judging of high school debate, not only the decisions but also the teaching. The certification program has been successful in achieving the objective, is being continuously evaluated, and will be continued for the next five years at least.

References

[1]Jane Work, "Professional Accountability in Speech Communication: Promise, Plaything or Primrose Path," Communication Education, 25 (Jan. 1976), 68-74; and Don M. Boileau and David A. Ling, Judge Certification," MIFA Newsletter, (Fall 1974), 6-8.

[2]As quoted in Work, 69.

[3]A short, 16-question test including both multiple choice and true-false questions was used during the first year; a score of 90% was required. Each person taking the test went over the results with one of the members of the steering committee (all four were, or had been, debate coaches, three of whom had teams at the national tournament). This short test was revised each of the first four years it was used. The revisions were based upon the feedback from the conferences with the test-takers.

[4]Val Flake, "Comparison of Experienced and Non-Experienced Debate Judges on a 50-Item Theory Test" (unpublished paper, University of Washington, 1977).

[5]Steve Marsh, "Debate Judge Certification: One Year Later," Michigan Speech Association Journal, 14 (1979), 74-79.

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PROGRAM

FIFTY-THIRD ANNUAL MEETING

June 23, 1981
(Tuesday)

8:15 a.m. Presiding. . . . . Dr. Charles C. Mackey, Jr.
President

Call to Order -
Introduction of Guests -
Welcome. . . . . Dr. E. B. Howerton, Assistant State Superintendent for Personnel and Administrative Field Services Commonwealth of Virginia

8:30 a.m. Presiding. . . . . Dr. Nicholas Hobar, Vice President - Southern Region

Overview
Subject. . . . . Innovative Delivery Systems
Presentors. . . . . Dr. W. Robert Houston, Associate Dean, College of Education, University of Houston

Dr. Dwight Allen, University Professor of Fine Arts and Letters, Old Dominion University

Dr. Fred Wood, Head, Division of Curriculum and Instruction, Pennsylvania State University

Dialogue -
Questions -

9:30 a.m. Break

10:00 a.m. Clinic 1. . . . . Initial Preparation: School Based

Moderator. . . . . Dr. Fred A. Price, Vice President, Northeast Region

Presentor. . . . . Dr. LaMar Miller, Director Teacher Corps Project ROOTS New York University

Clinic 2. . . . . Retraining Experienced Teachers

Moderator. . . . . Dr. Vere McHenry, Coordinator, Staff Development and Technical Assistance, Utah State Office of Education

Presentor. . . . . Dr. Dennis Sparks, Director Northwest Staff Development Center, Livonia, Michigan

Clinic 3. . . . . Alternative Careers for Teachers in Education

Moderator. . . . . Dr. Paul W. Hailey, Director Division of Teacher Education and Certification, Ohio Department of Education

Presentors. . . . . Dr. Normand R. Bernier, Coordinator, Educational Studies, College of Education, Kent State University

Ms. Averil McClelland, Assistant Coordinator, Educational Studies, Kent State University

Clinic 4. . . . . Certification Patterns as Service/ Support to Training Programs

Moderator. . . . . Mr. George Lewis, Director Teacher Education and Professional Standards, New Hampshire Department of Education

Presentors. . . . . Dr. Nicholas Hobar, Director Division of Professional Development Systems West Virginia Department of Education

Dr. Robert Gabrys, Coordinator Teacher Certification West Virginia Department of Education

11:45 a.m. Presiding. . . . . Dr. Wayland Jones,
President-Elect

Luncheon

Address. . . . . .The Virginia Scene

Presentor. . . . . Dr. S. John Davis
State Superintendent of
Public Instruction

Address. . . . . .Generalizing Personnel Training Models
Used in Business and Industry to
School Settings

Presentor. . . . . Dr. Gary R. Wright, Manager
Employee Education and
Development, Metropolitan
Edison Company, Reading,
Pennsylvania

Second Annual Past President Award

Presentor. . . . . Dr. Charles C. Mackey, Jr.
President

Recipient. . . . . Dr. Lillian V. Cady
Past President

1:30 p.m. Open

7:00 p.m. Presiding. . . . . Dr. Lillian V. Cady
Past President

Symposium. . . . . Perspectives on Innovative Delivery
Systems to Meet School Staffing Needs

Presentors. . . . . Dr. Emily T. Owens, Director
Teacher Education and
Certification, South Carolina
Department of Education

Mr. Edward Aquilone, Executive
Director, Division of
Personnel, New York City
Board of Education

Ms. Bea Rufer, President
Greece, New York Teachers
Association

Mr. William E. Easton, Esq.
Attorney, Greece, New York,
Central School District
Board of Education

Dr. Richard G. Allan, Vice
President, Instructional
Development, National
Evaluation Systems, Inc.
Amherst, Massachusetts

Dr. David Imig, Executive
Director, American
Association of Colleges
for Teacher Education

June 24, 1981
(Wednesday)

8:15 a.m. Presiding. . . . . Dr. Charles C. Mackey, Jr.
President

Subject. . . . . .Business Meeting

Reports of Officers -

Reports of Committees -

Standing: Legislative
Standards

Annual: Audit
Nominations
Resolutions

Old Business -

New Business -

10:15 a.m. Break

10:30 a.m. Presiding. . . . . Dr. Helen Hartle, Coordinator
Inservice Education and
Project Director, Interstate
Certification Project

Address. . . . . .Certification: A State Obligation
for Facilitating Student Learning

Presentor. . . . . Mr. William Baker, Superintendent
Raleigh County Schools
Beckley, West Virginia

Reactors. . . . . Ms. Grace Keisling, School
Psychologist, Tacoma,
Washington, Public Schools
and Chairman, Tacoma-
Central Washington University
Consortium

Dr. William Parrish, Assistant
Director of Research,
National Association
of Secondary School Principals

Ms. Helen Raedy, President,
New York State School
Personnel Administrators
and Director of Personnel,
Half Hollow Hills, New York,
Central School District

Dr. Barbara Frey, Vice
President for Academic Affairs
State University College at
Buffalo and Chair, Regents
Teacher Education, Certifi-
cation and Practice Board

Dr. Miles Williams, Supervisor,
Teacher Education and
Certification, Idaho
Department of Education

11:45 a.m. Lunch

1:30 a.m. Optional Experience 1. . . . . Interstate Certification Project
Contract Administrators Association

Presiding. . . . . Mr. Thomas O'Connor, Chairman

Dr. Helen Hartle, Project
Director

Optional Experience 2. . . . . Field Visit to College of William
and Mary Teacher Education Site

Presiding. . . . . Dr. James M. Yankovich, Dean,
School of Education, College
of William and Mary

Optional Experience 3. . . . . "On Your Own"

7:30 p.m. Regional Meetings. . . . . Innovative Delivery Systems,
Regional Concerns and Activities

Presiding. . . . . Dr. Fred A. Price, Vice
President - Northern Region

Ms. Anne Patterson, Vice
President - Central Region

Dr. Nicholas Hobar, Vice
President - Southern Region

Dr. Vere McHenry, Coordinator
Utah State Office of Education -
Far West Region

9:00 p.m. Hors d'oeuvres and Dutch Treat Bar

June 25, 1981
(Thursday)

8:30 a.m. Presiding. . . . . Ms. Anne Patterson, Vice President - Central Region

Reports of Constituent Members

- Feistritzer Publications
  Dr. C. Emily Feistritzer
- Speech Communication Association
  Dr. Don M. Boileau
- American Association of Collegiate Registrars and Admissions Officials
  Dr. Douglas Wooley
- National Teacher Examinations
  Dr. William Harris
- Interstate Certification Project
  Dr. Helen Hartle
- National Council of Teachers of Mathematics
  Dr. Genevieve M. Knight
- National Association of State Supervisors of Music
  Ms. Jean Moore
- National Council for the Social Studies
  Ms. Dorothy Wolfred
- National Association of State Directors of Vocational Education
  Dr. Melvin H. Garner
- National Art Education Association
  Ms. Shirlee C. Loomer
- National Association of State Supervisors of Business and Office Education
  Mr. Carl E. Jorgensen
- National Association of State Coordinators of Title I, ESEA
  Mr. Charles L. Conyers
- National Association of State Directors of Pupil Transportation Services
  Mr. Buster Bynum
- National Association of State Educational Media Professionals
  Ms. Mary Stuart Mason

10:00 a.m. Break

10:30 a.m. Presiding. . . . . Dr. Charles C. Mackey, Jr.
President

Subject. . . . . .Business Meeting

12:30 p.m. Adjournment

POST-CONVENTION ACTIVITIES

1:00 p.m. Meeting. . . . . .Executive Committee

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1939-40	No Record
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1946-47	No Record were no national meetings.)
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1981-82	Wayland H. Jones, Virginia

* Served first six months and Henry Klonower finished term.
** Term changed from two to one year.

NOTE: Some uncertainty about early years.